

# **Sustainability In Tourism**

## **A Rural Tourism Model**

**a Review Report** September 2008



The project consists of 3 distinct outputs

- A Review Report
- A Film and
- A Dossier

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# Sustainability In Tourism

## A Rural Tourism Model

a Review Report  
EQUATIONS, September 2008

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# Introduction



## **Contextualising The Endogenous Tourism (ETP) Project Within Community-based Rural Tourism**

Within the context of community based rural tourism, the Endogenous Tourism Project- Rural Tourism Scheme<sup>1</sup> (ETP-RTS - henceforth in the document referred to as ETP) has created an opportunity for developing an overall understanding of the critical components in conceptualising, implementing and managing tourism projects in rural areas.

Globally, community based tourism (CBT) is increasingly receiving attention as tourism initiatives combine aspects of community development, poverty alleviation, cultural heritage, and conservation. CBT lends itself as a window to achieving broader development goals at national, regional and local levels.

Community involvement in tourism has been widely supported as being essential for sustainability. It is emphasised from equity, developmental and business management perspectives. The positives of this form of tourism are - community ownership, livelihood security, minimal leakages & backward linkages, efficient conflict resolution, increases in the local population social carrying capacity, and improved conservation. Revenue from tourism reaching the communities is distributed by them, in accordance with their wishes; either split between all the inhabitants equally,

or invested in infrastructure such as schools, roads, and clinics (Spenceley, 2008)<sup>2</sup>.

Broadly the costs associated with community based tourism projects include that they generate high expectations which may not be feasible, new conflicts may arise as marginal groups become more empowered while elites gain greater benefits through networks. In addition, despite attempts to empower communities to benefit from tourism, they are frequently unable to provide the standard of service the tourists require (Spenceley, 2008).

It is noted that the level and distribution of benefits depends on many factors including the attractiveness of the tourism asset, the type of operation, the nature and degree of community involvement, and whether earnings become private income or are partly or wholly channelled into community projects or other benefit-spreading mechanisms.

While assessing the broad objectives and methods adopted for CBT initiatives across the world and drawing parallels of it to the ETP, a number of similarities can be observed. In many ways the ETP is more ambitious in terms of its developmental goals as compared to many community based tourism projects.

Firstly, the ETP is an innovative response to the agenda in the National Tourism Policy 2002 towards developing rural tourism. The Ministry

1. The Endogenous Tourism Project-Rural Tourism Scheme (ETP-RTS) is a joint project of Government of India-Ministry of Tourism and United Nations Development Programme (GoI-UNDP) to support the rural tourism initiatives of the GoI which would serve to create sustainable livelihood opportunities among low income communities living in rural areas.

2. Spenceley, Dr. Anna (2008), Practical initiatives to responsible tourism in destinations: Community and nature based tourism in South Africa, Presented at the 2nd International Responsible Tourism Conference at Kochi (Kerala), 21-24 March 08.

of Tourism and Culture (MoT) defines rural tourism as, ‘any form of tourism that showcases the rural life, art, culture and heritage at rural locations, thereby benefiting the local community economically and socially as well as enabling interaction between the tourists and the locals for a more enriching tourism experience’<sup>3</sup>. According to Leena Nandan, Joint Secretary, Ministry of Tourism and Culture, Government of India, *“the primary objective is to ensure that the benefits of tourism reach every strata of society- people who live in the rural areas, in villages that have a USP for tourism, so that the socio-economic benefits of tourism are received by people who are not directly in the framework of tourism. Another aspect of rural tourism is what the Ministry calls responsible tourism. It is responsible from the perspective of the environment; benefits go to the community, and from the point of view of preservation and development of traditional arts, crafts and cultures, which might otherwise have languished in the remote rural areas.”*

Further, the Gol-UNDP project document refers to the embedding of the ETP in the following principles articulated in the National Tourism Policy 2002, *“to synthesise the elements of culture, tourism and civic governance so as to achieve greater synergies on all fronts”* and ... *“eliminating poverty, creating more employment opportunities, empowering women and other weaker sections, creating new skills, preserving cultural heritage and more importantly facilitating growth of a more just and fair social order”*. It went on to suggest that if tourism was to fulfil its promise of being a transformative agent capable of changing the minds, values and behaviour of the tourists and the local citizen alike – as well as of providing a broad impetus to local economies throughout India, then tourism needed to be *“radically altered in design and concept”*.

The plan of promoting rural tourism as a primary tourism product by the Ministry of

Tourism (National Tourism Policy of 2002) was supplemented by United Nations Development Programme (UNDP) in the spirit of the Millennium Development Goals of sustainable human development and the elimination of human poverty and inequalities<sup>4</sup>. While the primary objective of the project was to focus on sustainable livelihoods, it extended beyond the achievement of mere economic objective of employment and income augmentation, putting it on a much larger canvas of community based action. This led the project to aim at a convergence of issues like sustainable livelihoods, gender equality, empowerment of women, youth and other disadvantaged section of the community, and working towards cultural sensitivity and environmental sustainability.

To take the endogenous tourism initiative forward, Government of India, Ministry of Tourism and UNDP came into an agreement in 2003. The MoT was to fund the ‘hardware’ component (infrastructure) of the ETP through the Rural Tourism Scheme (RTS) and UNDP to fund the ‘software’ component (capacity building) under its Sustainable Livelihoods programme.

### Objectives and Characteristics

The principal objective of the ETP has been to support the rural tourism initiatives of the Gol, as articulated in its National Tourism Policy, 2002, through the setting up of alternative models of tourism which would serve to create sustainable livelihood opportunities among low income communities living in rural areas.

As stated in the project document (2003) of Gol-UNDP:

*“The design of the ETP is intended to validate a number of hypotheses about the feasibility and sustainability of implementing an alternative, transformative model of endogenous tourism running parallel to the conventional ‘export oriented’ model that would provide inputs to feed into national and state policies on tourism*

3. <http://tourism.gov.in/> accessed on 24 April 2008

4. United Nations Development Programme Project Document of the Government of India, 2003

*and provide a framework to guide investments in the tourism sector to ensure that they are pro-poor, pro-community and pro-environment”.*

The ETP also clearly defines the objectives that guide this initiative:

1. Build capacity at the local level through the establishment of tourism circuits and involving some twenty communities at specific sites where an alternative model of endogenous, community-based sustainable tourism, involving both domestic and international tourists, would be set up on a pilot basis and then tested and evaluated.
2. Experiment with location specific models of community tourism enterprise, engaging in a gamut of activities ranging from construction to operation and marketing, starting from the core funds of the project and thereby expanding visitor stay duration and tourism revenue.
3. Build strong community-private partnership through an enabling environment for the dynamic participation of local communities/ artisans, local/ state authorities, NGO and private entrepreneurs in setting up and sustaining efforts in the tourism sector in India.
4. Support innovative and promising rural tourism initiatives through the establishment of an incentive fund to encourage experimentation, replication, and dissemination of experiences and practices; and a compilation of a Register of Innovations.
5. Provide inputs to national and state tourism policies based on the detailed evaluation of the feasibility and sustainability of extending this system nationwide.

Backed with these objectives, the chief characteristics, the ETP model would encompass were:

- Community-led and community-controlled
- Create employment opportunities through rural culture and craft based skills
- Enhance the value and utilisation of local resources and skills
- Empowerment of women, youth and other

disadvantaged sections of the community through the creation of livelihood options and managerial responsibilities

- Develop, produce and market endogenous tourism products that valorise local cultures and traditions
- Develop local skills and capacities for setting up, running, managing, and marketing alternate tourist enterprises
- New entrepreneurial arrangements that distribute benefits locally through co-operatives and other collaborative schemes
- Protect and preserve the environment and ecological balance of the country and ecologically sustainable
- Effect a change in visitor and host community perceptions about India as a tourist destination
- Promote tourism volunteers from the local areas and create networks for future nationwide extension

While the objectives of the ETP clearly focus on tourism they are equally linked to social and economic development. The Gol-UNDP Project Document clearly locates this project in context of development and social justice, ethics, sustainable human development, elimination of poverty, addressing inequalities and inequities. Thus a unique feature and indeed core principle of the ETP is to examine and take further the links between tourism and development. While these twin goals are not conflicting, they are definitely distinct. They require specific strategies for each of them as well as architecting specific strategies for building the links and bridges between tourism and development. In fact, the ETP attempted to test the hypothesis of whether tourism would contribute to development in rural areas.

### Initial Stages

The initial focus of the MoT, through the Rural Tourism Scheme was on developing tourism-related infrastructure for the local community that would help promote tourism. However, key questions were raised on how the community was going to be assured of benefits through



the infrastructure that was going to be built for them? It was recognised that rural communities having limited understanding and control of tourism, often lack the skills and resources to link to tourism. Further, interventions linked to capacity development and local institution strengthening would be important if benefits from tourism had to flow to those most in need. Through the course of the ETP, the tourism linked infrastructure developed was supplemented and complemented by building & strengthening capacities of the communities to link themselves to tourism. This was planned through developing local institutions to manage & take control, providing opportunities to implementing agencies to build their capacities, and bringing together specialists who could advise and assist on areas such as appropriate infrastructure development, use of local materials, institution building, waste management and business plans.

As a part of conceptualising the work on rural tourism, the MoT conducted a secondary research study which helped identify possible circuits and sites which had the potential for rural tourism. On identification and narrowing down of these sites, the MoT and UNDP, in 2003, organized a one day conference of 60 District Collectors (DCs) during which they were introduced to different models of tourism which could be implemented in villages so as to increase employment opportunities for the community. In the follow-up to the conference, 2 teams of consultants - architects, conservationists, and officials from UNDP were constituted. The teams visited certain places which had been identified by the DCs as having potential, to initiate discussions with local communities as to whether they would like to engage with tourism through a project.

It was understood broadly that each site should have a USP to offer with regard to tourism - certain attributes of culture which could become an experience for the tourist and benefit the community by means of employment opportunities. Based on primary and secondary information, the ETP was initiated first at 31 locations; Anegundi (in Karnataka) was the 32nd and 4 more spice circuit sites were added later<sup>5</sup>. By 2006, the tally stood at 36 sites spread across 20 states (as against 20 sites as planned initially). Out of the 36 sites, there were 14 sites (like Pochampalli, Jageshwar and Raghurajpur) which were already being funded under the RTS and where the infrastructure work had been initiated. These sites were also then included by UNDP as a part of the ETP.

The next phase involved identifying agencies / organisations which would be able to support / hand-hold the community in implementing the ETP. The criteria adopted by UNDP for selection of the implementing agencies included:

- Prior experience of social community mobilisation
- Experience of work on livelihoods
- Possible knowledge and work on tourism projects

At sites, where there were many organisations, the consultants took the help of the DC. In places where the DC didn't have much information, a direct interaction with the organisation was held to judge their capabilities. Also at some sites where there were no NGO's that met with the required criteria, the Panchayats were chosen for implementation (e.g. in Lachen - the Dzumsa, in Kumbalangi - the Panchayat).

After selection of the site and the implementing agency, an agreement was signed with the MoT

5. ETP sites in the country: Pochampally, SriKalahasti, (Andhra Pradesh), Durgapur, Sualkuchi (Assam), Nepura (Bihar), Chitrakote, Naggarnar (Chattisgarh), Hodka (Gujarat), Jyotisar (Haryana), Naggar (Himachal Pradesh), Banvasi, Anegundi (Karnataka), Aranmula, Kumbalanghi, Kalady, Anakkara (Kerala), Chaugan, Pranpur (Madhya Pradesh), Sulibhanjan (Maharashtra), Pipli, Raghurajpur (Orissa), Rajasansi (Punjab), Neemrana, Samode, Haldighati (Rajasthan), Lachen (Sikkim), Karaikudi, Kazugumala, Kombai, Thadiyankudisai, (Tamilnadu), Kamlasagar (Tripura), Mana, Jageshwar, (Uttarakhand), Bhaguvala (Uttar Pradesh), Bal-labhpur Danga, Mukutmanipur (West Bengal).



to come up with a tentative work plan comprising of activities related to capacity building for budgets totalling 20 lakhs and for the DC of the area to come up with infrastructure work plan totalling 50 lakhs. The implementing agencies were given a broad framework (developed with the help of a few organisations like DHAN, KMVS, BAIF) for the baseline survey that was to be conducted as an entry point strategy to engage with the community.

A two-day orientation workshop was then conducted highlighting aspects that would then form the key components of the software work plan. Firstly, sufficient amount of time and effort was to be spent in organizing the social capital in the village (formation of groups, awareness of tourism). Secondly, once resources, constraints and needs were identified, to take up activities which would convert the resources to assets leading to livelihood options (through capacity building programmes). Thirdly, to concentrate on marketing.

### **Approach to Implementation**

The approach of the ETP has been innovative and almost radical. Amitabh Kant who was Joint Secretary Tourism, Ministry of Tourism and Culture, GoI when the ETP was initiated in 2003, said that rural tourism was a response to the growing global trend of tourists wanting experiences. The ETP project design in many ways has been a total shift from the standard tourism projects implemented by the Ministry that were infrastructure-centric and infrastructure-heavy. It has an overall framework which is ambitious, emphasising processes rather than products, and placing at the centre the notion of local communities taking the decisions related to tourism. In order to genuinely facilitate, this many key decisions were taken in the way the ETP was administered. Key among these was the idea of the focal point being the District Collector instead of the MoT at the centre,

in order to facilitate more decentralised and localised decisions. Other departures from the usual mode were -the willingness to change guidelines at the District level in terms of rate lists (for infrastructure, construction) to encourage vernacular architecture and local knowledge and the emphasis on flexibility and innovation based on community consultations. Thus the ETP aimed to be a significant departure from the usual mode of implementing tourism projects in many ways and at the heart of this shift was community participation.

According to the MoT & UNDP, the ETP was conceived as a pilot project, with both parties approaching it in the spirit of learning. The idea was to adopt a 'bottom up' approach to implement this project. A number of the activities planned were open-ended so as to have the flexibility for change and to incorporate diversions. According to Prema Gera, Head, Poverty Unit, UNDP, *"earlier what we had were broad principles like community owned and controlled. We didn't have any structure as to how we should proceed. It was only from the review meetings that we proceeded further. Every review meeting would try to review the past proceedings and deal with the new challenges that were emerging. Initially we were looking at the challenges within the community then we moved on to the challenges at the district level"*. Depending on the challenges and dilemmas that MoT and UNDP were faced with, they brought about changes – mainly additional components to the existing structure.

The following table indicates how these components evolved

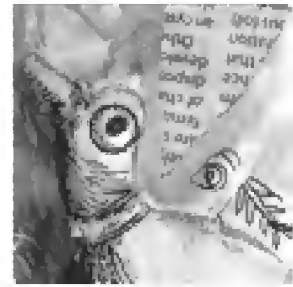
Year	Agency	Components added	Rationale
2002	Ministry of Tourism	Infrastructure development (hardware)	District collectors are the focal point for funds (instead of state tourism departments or central department)
2003	UNDP	Capacity Building (software)	Sustainability cannot be ensured until the community has the capacity and is empowered to handle tourism activity. Idea of implementing agency introduced for this
2004	---	---	---
2005	GoI-UNDP	Advisors - Architects	To help /support the District Administration in Hardware implementation
2006	GoI-UNDP	Advisors - Prof K.V.Raju, IRMA (Institution building)	To help /support the implementing agencies in formation of small entrepreneurial institutions
2007	GoI-UNDP	Advisors - Thanal (Waste management) - Website	To help /support the implementing agencies in managing solid waste produced due to increased tourist activities
2007	GoI-UNDP	Mid-course change: Focused Marketing - 15 sites	
2008	GoI-UNDP	Advisors - Business Plan - Help Tourism (Marketing)	To help /support the implementing agencies to devise a marketing strategy that is in tune with ETP objectives

With the various components now in place, what is critical to understand and review are its inter-linkages, interventions and to assess the extent to which these have been able to address

the twin goals of successful tourism and successful social and economic development at these sites.



# Review Process



## Background

This project 'Sustainability in Tourism – a Rural Tourism Model: Documentation and Review' was conceptualised as a process to document and review the various phases and learnings of the ETP. EQUATIONS' engagement with the ETP began with the 2nd National Workshop on Rural Tourism in New Delhi in June 2006 where we presented a paper on 'Sustainable Tourism', followed by facilitating a workshop on 'Critical Issues in Tourism' at the Institute of Rural Management (IRMA) Anand in September 2006. These events gave EQUATIONS an opportunity to interact with some of the implementing agencies, members of the village tourism committees and local community involved in implementing the ETP. EQUATIONS then submitted a proposal to UNDP to document and review the ETP. EQUATIONS felt that this was an essential step to be undertaken before the close of the project in 2008 as the ETP model would probably be adopted by MoT to scale up and replicate rural tourism in the country. This review process could be a potential learning and re-strategising space for the concerned Departments, agencies and local communities in their attempts to implement sustainable rural tourism projects in the future.

## Objectives

- To critically observe/ review the Endogenous Tourism Project so as to strengthen this as a sustainable rural tourism model for future endeavours on rural tourism in India.
- Systematic & comprehensive documentation of the processes through visual (documentary film) and written media (review report and dossier).
- Through the above, to provide a tool for implementers and policy makers of rural tourism.

## Approach and Methodology

### I. Setting up of Teams

Three key teams were set in place for the implementation of the project. They included the review team, filming team and the advisory team.

- a. **Review Team** – The Review team comprised of 4 people with specialised backgrounds. This team carried out the review of the 10 identified sites- Durgapur (Assam), Chitrakote (Chattisgarh), Hodka (Gujarat), Naggar (Himachal Pradesh), Banavasi (Karnataka), Chaugan (Madhya Pradesh), Raghurajpur (Orissa), Neemrana (Rajasthan), Lachen (Sikkim) & Karaikudi (Tamilnadu).

#### Members of the Review Team:

- Anuradha Pati: Associated with Oxfam, Gujarat, as a programme officer, worked as a senior project officer with UNNATI- Organisation for Development Education, Ahmedabad and with Foundation for Ecological Security. Areas of expertise: livelihoods, institution building and project management.
- Samar Bosu Mullick: Coordinator of Jharkhand Jungle Bachhao Aandolan (Jharkhand Save the Forest Campaign) and associated with the National Forum of Forest Peoples and Forest Workers (NFFPFW). Areas of expertise: social justice, development and sustainability.

- **EQUATIONS:** Aditi Chanchani and Shweta Gaur. Areas of expertise: tourism sustainability and impacts.

**b. Filming team** – Chandrashekar Reddy, a freelance film maker, based in Mumbai was chosen to produce (direct/shoot/edit) the audio/ visual documentation for the project. Based on specific requirements such as script, sound, editing, and camera, additional resources were brought in.

**c. Advisory team** – The advisory group comprised of 3 experts to give overall direction and guidance to the project.

Members of the Advisory Team :

- **Arvind Lodaya:** Academic and consultant in the area of strategic design - products, communications, environments, services and systems - privileging the end-user perspective. Teaches at the Srishti School of Art, Design & Technology in Bangalore, India, and his work experience spans the corporate, activist and academic sectors.
- **Nina Rao:** Researcher and consultant in the field of tourism. Has written extensively on tourism policy, planning, sociology and anthropology of tourism, wildlife tourism, issues of indigenous peoples, gender issues in tourism policy and management, critical theory and tourism education. Nina Rao is a visiting professor at the Centre for Jawaharlal Nehru Studies, Jamia Milia Islamia University, New Delhi
- **Prof K V Raju:** Academic at the Institute of Rural Management Anand, Gujarat and has also been associated with the ETP as an advisor on institution building.

## II. Selection of Sites

As the review process could not be conducted on all 36 sites, a sample selection of 10 sites was undertaken. An indicator matrix was prepared drawing from the aims and objectives of the ETP and from EQUATIONS' own experiences & insights of tourism. This matrix was used as the

framework to collect information on all 36 sites during a meeting organised with officials from UNDP, and the national consultant to the ETP.

The information from the indicator matrix was then analysed. Using a representative set of issues (geographical coverage, type of tourism, the stage at which the site is within the tourism life cycle, different approaches adopted while implementing the ETP, etc), 10 sites were selected. Six sites were chosen from the Gol-UNDP's 15 sites ready for marketing as they are in an advanced stage within the project life cycle, and 4 from the remaining sites.

This project also chose two non-ETP sites that are initiatives by local communities or funded through other sources for the study. It was felt this would help bring about cross-learning and comparison in ways and approaches of developing community based rural tourism. The two non-ETP initiatives chosen were Sunderbans (West Bengal) and Choti Haldwani (Uttarakhand). Sunderbans had a strong focus on community-private partnership and Choti Haldwani was part of a community-based tourism project in 2001-2004 and it was felt that as both were ongoing ventures the aspect of long term sustainability could also be explored. However the factors and frameworks linked to these were quite different from those of the ETP and so it was not very useful to include examples from them in this analysis. Case studies on these two sites are published in the dossier (another output of this project).



The table lists the 10 ETP sites chosen for review and the agencies responsible for implementing the infrastructure (hardware) work plan and the capacity building (software) work plan.

Name of the Site	State	Implementation of Infrastructure Development (hardware)	Implementation of Capacity Building (software)
<b>Banavasi</b>	Karnataka (South India)	District Administration through Village Tourism Committee (VTC) hired a local contractor based in Sirsi	BAIF-Institute For Rural Development-Karnataka (BAIF)
<b>Chougan</b>	Madhya Pradesh (Central India)	District Administration through Water Works Dept, Mandla, now through VTC	National Institute Of Woman Child and Youth Development (NIWCYD)
<b>Chitrakote</b>	Chhattisgarh (Central India)	District Administration through the BDO office in Chitarkote, now through VTC	Saathi Samaj Sevi Sanstha (Saathi)
<b>Durgapur</b>	Assam (North East India)	District Administration through the Construction Committee in Durgapur, now through VTC	North East Social Trust (NEST)
<b>Hodka</b>	Gujarat (West India)	District Administration through Hunnarshala based in Bhuj	Kutch Mahila Vikas Sangathan (KMVS)
<b>Karaikudi</b>	Tamil Nadu (South India)	District Administration	DHAN Foundation (Dhan)
<b>Lachen</b>	Sikkim (North East India)	Dzumsa	Dzumsa
<b>Naggar</b>	Himachal Pradesh (North India)	District Administration – through VTC	Society for the Advancement of Village Economy (SAVE)
<b>Neemrana</b>	Rajasthan (West India)	District Administration	Social Action for Human Resource Development (SOHARD)
<b>Raghurajpur</b>	Orissa (East India)	Indian National Trust for Art and Cultural Heritage (INTACH) through a local contractor based in Bhubaneswar	Indian National Trust for Art and Cultural Heritage (INTACH)

### III. Sites chosen as part of this review project

Criteria (matrix) adopted for the selection of the sites

**a. Location features (existing)** - Geographical Location, Natural Resources, Connectivity, Infrastructural Facilities

#### **b. Capacity Building (Software)**

- Implementing Agency: Panchayats / State Tourism Departments / NGO
- Livelihood Options: development of new livelihood options for the local community - guides, local cuisine, handicrafts and performing arts, strengthening old ones
- Capacity Building Programs: training in handicraft/ guides/ cuisine / marketing, etc
- Village Tourism Committees: Whether functional, formed, or non-existent, its role – members, participation, decision making in the implementation of the project
- Participation of local community, special emphasis on women, youth and other marginalized groups
- Conservation and Revival of art & craft/ cultural traditions
- Tourism impacts, codes / charters

**c. Marketing Strategy** - Whether the site is ready for marketing or not? How has the site being promoted, what are the means of promotion and positioning of the site? What is the VTC's and the NGO's role in marketing of the site as rural tourism destination. Where are the sites in terms of tourism perspective plans and business plans?

#### **d. Infrastructure Development (Hardware)**

- Accommodation Facility: whether the accommodation is available or not, nature of accommodation, i.e. central/ home stays - vernacular architecture
- Livelihood Options: is the infrastructure being created a source of livelihood for the local population

- Environmental Concerns: issues of pollution, dealing with issues of waste management, sanitation facilities, conservation and management of the environment

- Interpretation Centre: Presence of Interpretation Centre and its services as shops for selling of craft, availability of theatre for cultural performances by local artists, functions

- Other Infrastructural Facilities: Solar lightings, internal roads in the village and any other new constructions

**e. Project Management Issues** - Approach and design of the ETP, various institutions involved, convergence, funds and funds flow system and monitoring, review, reflection processes.

### IV. Developing the Review Framework

Before commencement of field visits to the selected sites the team of reviewers, film and select members of advisory team and EQUATIONS met to work out a framework for the review (Annexure 1). This was also shared with other members of the advisory team and feedback sought from them. The contours of the review framework comprised of 5 broad categories:

- Tourism
- Infrastructure Development, Capacity building & Synergies
- Social Justice, Community Engagement, Women and Conflicts
- Institutions and Institution Building and
- Project Management

### V. Data Collection

#### **a. Primary Data**

At each site a range of stakeholders were identified and discussions held with them (Annexure 2). In the process, the review team also realised that while meeting the stakeholders was important, it was as critical to meet with the so called 'non-stakeholders' as the views of people who were not included /part of the project were as important. Very often the conflicts/ disruptions in implementation could

be understood only after taking their perceptions and positions into account of the ETP. Special efforts were made to meet the women and the marginalised sections of the community. During the field visits attempts were made to meet with all stakeholders groups, and if it was not possible to meet them in groups, then at least 1-2 members from each institution (group) created were met. The stakeholders, who the review team met, can be broadly classified as:

- Implementation agencies
- Village Tourism Committee (VTC)
- Panchayat, Village Development Committees
- District Collector / Magistrate, Block Development officers
- State Tourism Board – Chhattisgarh (who were responsible for infrastructure development work in Chitrakote before it was given to the DC – Jagdalpur)
- Women, Youth, Marginalised groups and the local community
- Members of institutions formed - artisan, craft guides, cuisine, hospitality, theatre, etc

The review team also interacted Leena Nandan, Joint Secretary, Ministry of Tourism and with Amitabh Kant, former Joint Secretary, Ministry of Tourism, to understand the project from the perspective of the MoT their objectives for conceptualising a project of this nature and how they plan to take this forward in relation to policy and implementation. A discussion was also held with officials from UNDP - Prema Gera (Head, Poverty Unit), John Borgoyary (Programme Manager-ICT) and R. K. Anil (Project Officer-ETP) and with Kabir Vajpeyi & Anjun Mitra (empanelled architects), & Prof K.V.Raju (advisor / resource person for institution building).

All interviews were recorded and transcribed.

### **b. Secondary Data**

Apart from the primary data collected on site, the implementing agencies were also requested to share with us the secondary data generated

by them in the course of the project as this would help in giving the review team a background of the work completed, reporting norms and help in analysis. The baseline survey document, the quarterly program performance and financial review reports, various presentations made at the workshops, were the bulk of the secondary material received from the implementing agencies. We also received information regarding some tourism perspective plans, business plans, vision document for tourism, charters, etc. UNDP shared the newsletters that they have brought out as well as some conceptual documents and the MoT shared the circulars and minutes of the regional meetings held.

### **Timeframe**

The timeframe for the overall project was 8 months, with the review process to be completed within 5 months.

As a part of the review process, convenient dates were sought from the implementing agencies as to when the review team could visit to have discussions and hear from the various groups who have been involved with the implementation of the project. At each site the review team spent two days interacting with the various stakeholders of the project.

The schedule of field visits undertaken is given below:

- Round 1 Field Visit 1 (4th – 23rd Feb 08): Chitrakote, Chougan, Neemrana, Karaikudi and Banavasi
- Round 1 Field Visit 2 (3rd - 19th Mar 08): Raghurajpur, Sunderbans, Durgapur and Lachen
- Round 1 Field Visit 3 (30th Mar – 9th Apr 08): Hodka, Choti Haldwani, Naggar and Delhi
- Round 2 Field Visit 1 and 2 (Film round – 19th – 26th Apr, 30th Apr - 11th May & 24th Jun 08): Chitrakote, Hodka, Anand, Delhi, Karaikudi, Durgapur and Raghurajpur.

### Challenges and Limitations

The tight time schedules to complete travel and report writing have been a constraint, as the review team members had limited time between the field visits and report writing. Thus time for reflection and detailed discussions to capture the learnings and experiences of the project was limited. Also while two days were sufficient at most sites we visited, in some places like Karaikudi and Hodka the team felt that more interaction time was required.

A key stakeholder in this project is the tourist from whom the team was unable to get many inputs. While many of the sites have been receiving tourists in the past, the contribution of the ETP is still in the nascent stage and therefore the interaction with the tourists has been limited.

Communication, at times, was a constraint. While at most sites the team did have adequate language skills to engage directly, in Karaikudi, Banavasi and Durgapur we relied on the implementing agencies for translations.

In Lachen, the review team was unable to meet with key stakeholders of the project as the community was busy with its annual Dzumsa (Local Self Governing Institution) election.

Another challenge was in regard to the voluminous primary and secondary data that the team needed to analyse. Due to constraints of time, we were unable to do complete transcriptions and therefore adopted the approach of listening to the audios and working with key, relevant information. The possibility that some information was not captured or not interpreted accurately remains.

### Chapter Outline

The members of the review team had delineated broad areas that each of them would be “responsible” for. However, the areas of this project interconnect and overlap with each other. Thus, this report is the combined effort of all the reviewers.

The chapter outline followed for the review report is detailed below:

Chapter 1 – Introduction

Chapter 2 – Review process

Chapter 3 – Tourism

Section 3.1 – Tourism Context and Development

Section 3.2 – Tourism Product, Infrastructure Development and Marketing

Section 3.3 – Tourism Impacts

Chapter 4 – Equity, Empowerment, Social Justice and Development

Chapter 5 – Institution Building

Chapter 6 – Capacity Building

Chapter 7 – Project Management

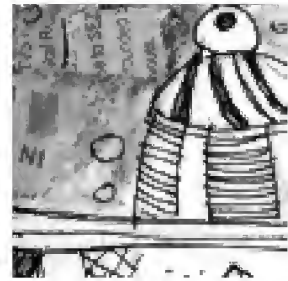
Chapter 8 – Recommendations and Guidelines

EQUATIONS as the coordinating organisation had the responsibility of putting the report together. A draft of the report was shared in a consultation where members of the review team presented their findings to officials from MoT, UNDP and the advisory panel. Suggestions and feedback was sought and incorporated wherever possible.





## 3 - Tourism



This series of 3 sub-chapters attempts to review the ETP from the perspective of sustainable, equitable and people-centred tourism. This section attempts to capture and analyse key findings and learnings in relation to the selection of the sites in a tourism context and expectations of the community linked to tourists and tourism.

### 3.1 Tourism Context And Development

#### Site Selection

The core criteria for the selection of a site for the ETP were firstly that its focus should essentially be on the endogenous i.e. 'tourism resources from within' (tradition, culture, crafts, environment and wildlife, skills and indigenous knowledge). Secondly to have proximity to an existing tourist circuit so as to draw from it and to spread tourism activity. This was seen to contribute also to minimize reliance on pockets of existing high intensity tourism. Thirdly, to have basic provisions of infrastructure already in place (access to roads, power, water supply, etc). Fourthly, and most important, that there is interest and capacity in the community to adopt and run the desired models of endogenous tourism<sup>1</sup>. Another key criteria was also the availability of appropriate support structures (NGOs, CBOs & a willing district administration)



Baani Craft, Hodka

1. These criteria are derived both from the United Nations Development Programme Project Document of the Government of India, 2003 and from interviews with UNDP officials.

## SUSTAINABILITY IN TOURISM - A RURAL TOURISM MODEL

In the opinion of the review team the site selection criteria and process is a critical factor for success. Where these have been diluted or short circuited the impacts on the form and progress of the project is evident. The actual process of site selection followed a more sequential process rather than ensuring that a site simultaneously fulfilled the basic criteria. In addition to the factors mentioned above, it seems critical to add two more as non-negotiable / core criteria - the interest and willingness of the DC to play a facilitative role and the competence and ability to make linkages for capacity building in relevant areas by the implementing agency.

The review team felt that for communities that knew little about tourism, gauging the interest and capacity of the local community to engage in a project of this nature after supposedly assessing its pros and cons, was not really feasible. It was important that a system be developed prior to finalization of a site that would help in understanding the social criteria and for the community to make an “informed choice” on whether they wish to engage on a project of this nature. Also key questions like what kind of institutions already exist, their functions, quality of processes, degree of decision-making, whether the community was divided / fragmented on lines of religion, caste, class, what were the other kinds of inequalities and inequities, were

Pattachitra craft, Raghurajpur



Tribal culture, Chougan, Source - NIWCYD



Kaziranga National park, in the vicinity of Durgapur



Chettinad Mansion, Karaikudi



Banavasi landscape, Source BAIF



there more pressing development issues that needed to be addressed - poverty, education, health, indebtedness, sanitation and access to water, what were the occupational patterns, cultural traditions and sensitivities of the community, - these and other questions of this nature must be discussed and debated amongst the community, with the process being facilitated by an implementing agency and the DC before a site is selected for a tourism project of this nature. The reason to do this ground work before selection is that firstly, the community is facilitated to take ownership of a process and it becomes the basis of their right even to say no to tourism. Secondly, only when certain basic 'other' factors are in place are the chances higher for tourism to function smoothly. However this might imply that that many under developed villages that get deprived of considering tourism as one of the livelihood options. It can be argued that health, education, sanitation etc. can be developed through convergence with other schemes. However this will depend on the scale of the project, and the willingness of different agencies to work together.

Tassaduk, Executive Director, NEST, (Durgapur) is of the opinion that *"the selection of Durgapur as a site to implement the ETP was inappropriate. This is a migrated village ... internal cohesion amongst the community members is very less. It is good to do a weaving/ craft development project but not ETP"*.

Emerging from the site selection criteria there seem to be three 'entry points' linked to tourism for each site. The site either has at its core

- A tourism attraction or a potential attraction, but a clear "draw factor" that was worked on and developed, or
- There is a linked proximity to an existing circuit, or
- It is a site that already has existing tourism and now aims to expand the communities' share of the pie.

It was also observed that at two sites (Chougan and Karaikudi), the implementing agencies have consciously worked to develop and strengthen strong links to alternative livelihoods leading to socio-economic development, and direct tourism linked interventions are planned later.



Streets of Lachen



Neemrana Fort Palace



Chitarkote falls



View of the Himalayas, Naggar

Creates / Develops Tourism attraction or infrastructure	Uses and links to an existing circuit	Tourism already exists. Focus on how to expand the community's share from tourism	Strengthening alternative livelihoods (indirectly linked to tourism)
<ul style="list-style-type: none"> <li>• Hodka</li> </ul>	<ul style="list-style-type: none"> <li>• Durgapur (Kaziranga)</li> <li>• Raghurajpur (Bhubaneswar – Puri)</li> <li>• Neemrana</li> <li>• Chougan (Kanha)</li> </ul>	<ul style="list-style-type: none"> <li>• Lachen</li> <li>• Naggar</li> <li>• Banavasi</li> <li>• Chitrakote</li> <li>• Karaikudi</li> </ul>	<ul style="list-style-type: none"> <li>• Chougan</li> <li>• Karaikudi</li> </ul>

Also in the selection of sites in the ETP there are varying degrees of the experience of rurality. While all the 10 sites we chose for the review are classified as rural (technically, as per the Census of India 2001), the sites in proximity to urban areas do not subscribe to a commonly understood notion of 'rurality and the rural experience' (for e.g. Naggar is between the two towns of Kullu and Manali and has a more urban environment. Neemrana is in proximity to Delhi and has a number of large and medium scale industries in its vicinity).

#### **Expectations of the community linked to tourists and to tourism**

Most implementing agencies have engaged on discussions around the community's expectations from tourism and the tourists visiting the place and what are the tourist's expectations from the community.

There is a need for constant dialogue to hear from the community on how they perceive this project, what are the changes they wish to see. It is also important to keep the dialogue open on what this project maybe able to achieve and what it will not be able to achieve.

From the perspective of the communities' expectations from the project, at most sites a common expectation is the hope for greater prosperity (economic benefits) once tourism takes off in their village. For example in Durgapur,

the implementing agency felt that the visits of officials to the village built expectations of the community (all houses would be permanent, roads would be built, electricity will be provided). In the initial stages, the implementing agency found it difficult to work in the village as their work seemed in contradiction to or fell short of what the community was expecting and a feeling of resentment started building up.

It is often when the project objectives are not stated and understood clearly that the expectations of the community rise. Too many hopes are pinned on the project and when it does not materialise, there is a slump and a stage of being demoralised – from which it becomes very difficult to start up again. The implementing agencies both in Karaikudi and Hodka have worked consciously to proceed in a phased manner and not build too many expectations, testing each stage at a time.

At certain sites, the community has tried to understand the expectations of what a tourist may need and have implemented their activities in accordance. In Naggar, they felt that the tourists expected basic things - clean rooms, bathroom, kitchen and hygienic food. In Banavasi, a tourist survey revealed that top on the list of what tourists wanted was toilet and bathroom facilities. Other expectations were guides, integrated tourist information centre, better roads, boarding and lodging facilities, cleanness



around the temple and river bank, stalls near the temple, and entertainment like parks, boating, trekking, music, etc. In Karaikudi, foreign tourists are interested in the huge mansions, arts and crafts. They are attracted towards the Chettinad cuisine. Interacting with the artisan community is another attraction and living in the majestic Chettinad mansions is a different experience for them. Though they like Chettinad food, almost everyone is afraid of tasting the food initially, thinking it would be spicy, was the opinion of a member from the implementing agency. A neat, clean toilet facility is required in the places of visit.

Hodka also used a feedback mechanism to learn about tourists' expectations. This led to the decision to build a conference facility and conduct focused craft workshops. The community in Hodka were initially of the view that the tourists may like concrete buildings. *"We have always lived in mud structures, but when we go to the cities we look forward to living in a concrete building. So we should treat our guests the way we would like to be treated ourselves"*. This was a very interesting perspective from which Hunnarshala (who had been brought in by the District Administration to work with the community to help implement the infrastructure part of the project) and the implementing agency, KMVS initiated a discussion on what the expectations of the tourists are. Kiran Vaghela, Jt Managing Director, Hunnarshala, involved in Hodka, explains the step by step process of dialogue with the communities - listening to their thoughts, limitations and expectations and then coming to a conclusion. *"When we started in Hodka we briefly discussed what the resort could be - why tourists come - the baseline and what they like. When we sat with the community with whom we have a long working relationship during the earthquake - they were a little sceptical because from their point of view they want pucca (permanent), low maintenance structures. This process led also to the community's aspirations getting the priority over what the tourist preferred, with its own set of consequences"*.

In Durgapur, when the first tranche of infrastructure funds were released by the DC, the community wished and decided to build an entrance gateway to the village in the RCC (reinforced cement concrete) style of construction. This, while appealing to the community is not 'aesthetically' appealing to the tour operator! Tassaduk, NEST while speaking on the marketing efforts says, *"... we also have had some interaction with Government of Assam, some tourist operators came and they said they do not want their tourists to come to the village after they saw the Gate"*.

Entrance Gate, Durgapur



Engagement of the communities with the idea of tourism also differed - This could be attributed both to intrinsic factors - historical, social and economic background, entrepreneurial skills in the community, as well as, in some cases, the communities being familiar with tourism. Hodka in Gujarat and Raghurajpur in Orissa demonstrated traditional entrepreneurial skills. In Durgapur in Assam, in spite of skilled weavers and other craftsmen like bamboo artisans, the pace of capacity building of the community to engage with tourism was very slow as the community is not very entrepreneurial and by nature live a slow-paced life.

In Chitrakote, Banavasi, Neemrana and Naggar which have been tourist destinations for several years, communicating the idea of tourism and the economic impacts were easier for the community to engage with.

The approach of Dhan Foundation, the implementing agency in Karaikudi has been different. The organisation has focussed on building economic capacities of certain sections of the community (women weavers) to make them more self reliant before they engaged more directly with tourism.

The extent of exposure of the community to the outer world also determines the degree of acceptance of a new idea. NIWYCD the implementing agency in Chougan (a tribal village) did not find it easy in the beginning to get the community to understand the concept of tourism and interest them in hospitality, accommodation services and cuisine preparation for tourists.

In a project of this nature one needs to constantly grapple with the question of expectations and needs of the community vis-à-vis the tourist and vice versa. However it is not an either or question but one in which there is a discussion

on how tourism can benefit the community and to what extent the community is willing to accept tourists. From the perspective of the tourists, the question is to what extent they are willing to acknowledge community realities, needs and boundaries when seeking a pleasurable touristic experience. It is at points like these that the role of the implementing agencies is extremely critical to facilitate the exploration and dialogue. As far as the question of who determines whether tourism should be the way forward or not goes, it is hoped that in all cases the decision lies in the hands of the community.

### 3.2 Tourism Product, Infrastructure Development and Marketing

This section addresses aspects related to the tourism product, the infrastructure links to tourism and concludes by assessing the marketing and promotion strategies and efforts that have been put in place.

**The Tourism Product: Creating an Experience** - *Unique Selling Proposition (USP), Imaging, Competitive Advantage and Tourist Profiles*

The USP is what attracts and is unique to the place. For creating a rural tourism experience the natural, cultural, human or capital resources indigenous to the rural area would have to be attractive to tourists. Key factors in relation to competitive advantage are the attraction (including its authenticity), quality of service and facilities, the destination's accessibility and

pricing (perceived as value for money). Ultimately with the combination of the USP and competitive advantage the community will need to learn and compete within the bounds of the market.

Imaging is what exists between marketing and aesthetics. It includes aspects of

- Process of stereotyping / standardising
- Creating constructs and categories
- The politics of the process – what gets put in, what gets left out – resulting in a set of communication products
- The recognition that the result of all this is for 'consumption' and when it hardened it slowly moves into the 'non-negotiable' – which is often a process that happens by a subtle consensus

Each of the sites chosen by Gol-UNDP was distinct with respect to its tourism products ranging from natural beauty of the place to the culture itself.

Raghurajpur offered its unique crafts and had the key attraction of being a crafts village with nearly every household engaged in crafts activity. Historically the village's earliest settlers were the '*karigar community*' associated with painting.

Chougan offered experience of tribal culture with remains of several monuments and temples which recalled the Gondwana kingdom of legend. Handmade oil extracting and stone flouring methods are in use by the Baigas and Gonds.

Chitrakote offered an experience of tribal culture, combined with nature and heritage.

In Hodka, the village resort Shaam-e-Sarhad is the main tourist attraction in the backdrop of the spectacular Rann of Kutch. Hodka village artisans sell their crafts to the tourists directly. By bringing together musicians from the village, folk music presented every night (not a traditional practise and more tourism led) has also led to the revival of traditional music.

Karaijadi offers the Chettinad art forms such as Kandanki saree weaving, Chettinad cuisine, palm leaf crafts and Attangudi tile making, apart from its heritage mansions.

Naggar is the starting point for a number of treks and offers adventure tourism activities like para-gliding, skiing and river rafting. Stone carving, wood carving, artistic wood works basket weaving, and silver metal works are other crafts.

Lachen located at 8800 ft above the sea level offers amazing scenic beauty as well as historical and cultural associations to Buddhism.

Banavasi attracts pilgrim tourists to the Lord Madhukeshvara temple. The nature walk in the surroundings of the village and a chance to the tourists to be part of activities like weaving



Gotipua dance, Raghurajpur



Ruins of the Gondwana kingdom, Chougan



Traditional Homes, Chitrakote



Shaam-e-Sarhad Resort, Hodka





Attangudi tiles, Karaikudi



Naggar Castle in the backdrop



Lachen Monastery



Assamese weave, Durgapur



Lord Madhukeshwara Temple, Banavasi



Stepwell (Baawri) Neemrana

and honey harvesting offer experience of the rural setting. Even simple activities like milking the cows can be an experience for urban bred tourists.



## TOURISM

The table below explains the idea of the key tourism attractions in terms of the USP, the existing resources the site had and what was created or developed as part of the project in order to strengthen or more sharply define the USP and build competitive advantage.

Name of the Site	Key Tourism Attractions	Other Tourism Attraction	Created, Developed as part of project
<b>Banavasi</b>	<ul style="list-style-type: none"> <li>• Lord Madhukeshwara Temple (mainly domestic pilgrims)</li> <li>• Natural Beauty (nature lovers)</li> </ul>	<ul style="list-style-type: none"> <li>• Artisans</li> <li>• Traditions</li> </ul>	<ul style="list-style-type: none"> <li>• Banavasi cuisine</li> <li>• Pineapple Mela – as an innovation catering to the pilgrims who came anyway</li> <li>• Central Accommodation Unit</li> <li>• Farm/ Eco walks</li> <li>• Homestays</li> </ul>
<b>Chitrakote</b>	<ul style="list-style-type: none"> <li>• Chitrakote falls</li> <li>• Tribal culture</li> </ul>	<ul style="list-style-type: none"> <li>• Cuisine</li> </ul>	<ul style="list-style-type: none"> <li>• Homestays (planned)</li> <li>• Shops (planned)</li> </ul>
<b>Chougan</b>	<ul style="list-style-type: none"> <li>• Gondwana Kingdom – ancient forts &amp; temples</li> <li>• Tribal culture</li> </ul>	<ul style="list-style-type: none"> <li>• Cuisine</li> </ul>	<ul style="list-style-type: none"> <li>• Home stay</li> <li>• Traditional dance &amp; music performance</li> <li>• Trek route</li> </ul>
<b>Karaikudi</b>	<ul style="list-style-type: none"> <li>• Chettinad mansions</li> <li>• Cuisine</li> </ul>	<ul style="list-style-type: none"> <li>• Basket weaving</li> <li>• Atangudi tile making</li> <li>• Kandangi sarees</li> <li>• Stone carving</li> <li>• Wood carving</li> </ul>	<ul style="list-style-type: none"> <li>• Tourism Information Centre (planned)</li> <li>• Tours (planned)</li> <li>• Networked with a reasonable Homestay</li> </ul>
<b>Neemrana</b>	<ul style="list-style-type: none"> <li>• Neemrana Fort</li> </ul>	<ul style="list-style-type: none"> <li>• Baawri</li> </ul>	<ul style="list-style-type: none"> <li>• Renovation of Baawri + Shops (planned)</li> </ul>
<b>Durgapur</b>	<ul style="list-style-type: none"> <li>• Cuisine</li> <li>• Weaving</li> <li>• Craft</li> </ul>	—	<ul style="list-style-type: none"> <li>• Accommodation (planned)</li> <li>• Amphitheatre</li> </ul>
<b>Lachen</b>	<ul style="list-style-type: none"> <li>• Nature</li> <li>• Adventure</li> </ul>	<ul style="list-style-type: none"> <li>• Monastery</li> <li>• Houses</li> </ul>	<ul style="list-style-type: none"> <li>• Homestays (planned)</li> <li>• Beautification of village</li> </ul>
<b>Raghurajpur</b>	<ul style="list-style-type: none"> <li>• Craft (10 types)</li> </ul>	<ul style="list-style-type: none"> <li>• Gotipua dance form</li> <li>• Scenic, picturesque</li> </ul>	<ul style="list-style-type: none"> <li>• Craft Centre</li> <li>• Amphitheatre</li> <li>• Accommodation</li> <li>• Restaurant</li> <li>• Renovation to the Gotipua Gurukul</li> </ul>
<b>Hodka</b>	<ul style="list-style-type: none"> <li>• Craft</li> <li>• Rann of Kutch</li> </ul>	<ul style="list-style-type: none"> <li>• Banni Hospitality</li> <li>• Unique view of the clear night sky</li> <li>• Traditional way of life</li> </ul>	<ul style="list-style-type: none"> <li>• Shaam-e-Sarhad Resort</li> <li>• Kutch Utsav</li> <li>• Pashu Mela</li> </ul>
<b>Naggar</b>	<ul style="list-style-type: none"> <li>• Nature</li> <li>• Adventure</li> <li>• Heritage Village</li> </ul>	<ul style="list-style-type: none"> <li>• Naggar Castle</li> <li>• Roerich gallery</li> </ul>	<ul style="list-style-type: none"> <li>• Adventure guides + purchase of materials</li> <li>• Homestays</li> <li>• Renovation of temples</li> <li>• Amphitheatre (planned)</li> </ul>

Thus “what is the attraction” was an important question. In some sites the community and implementing agency were clear – they had a strong idea, worked with it and “stuck to the knitting”. All the interventions, infrastructure development and capacity building programmes were aimed at building on, expanding and innovating around the USP.

Hodka and Shaam-e-Sarhad is an example of clarity about their USP and building clear competitive advantage around it.

Sandip Virmani, Managing Director, Hunnarshala, said, *“Particularly, in the area of tourism it is so important that the built form is something that links to the identity of the people. After all tourists are coming here because they want to get a flavour of what is over here. And when people appreciate it they feel a great sense of pride in their traditions and their way of building. Almost everybody comments on the beautiful architecture of the region, the safe architecture of the region because they sit down and talk to them about mud and they go back to learning that mud is not an impermanent material and that it has lot of potential for modern applications that we need to learn from these rural areas”.*

Sites that were not able to identify or work to the USP tended to spread themselves too wide or too thin without clear focus. There are many examples of the lack of synergy between infrastructure built and capacity building programmes conducted that exemplify this point. In doing so the competitive advantage was diluted and economic sustainability lost. Neemrana is one such example – it did have the potential given its proximity to the Fort which was popular with high end foreign tourists and the presence of the step well (Baawri) in the village, which could potentially draw tourist to the village. The inability to steer its infrastructure, capacities, skills, and community engagement around this link led to a series of wasted interventions leading to a sense of despair and frustration amongst the community.

We have discussed home stays as part of the accommodation package on the section on facilities. However the idea of a home stay in some of the destinations would be part of the USP and in some others not as critical to the USP. In uniformly choosing or promoting home stay as an option, this aspect is often not nuanced. Developing appropriate facilities, keeping in mind the need of the tourists (sanitation, health, and hygiene) can also have an additional spin-off for the community and or vice-versa. When going over the list of sites the review team visited, this has been a very important factor that has distinguished between success and failure.

Further to identifying the USP, what would ensure competitive advantage is service quality, pricing, sense of value for money, issues of connectivity and ensuring that basic tourist expectations of sanitation and hygiene are met. Unless we are able to change the way tourists perceive / experience tourism in a rural scenario all these aspects will be critical from a tourist's point of view. Many of these are also aspects that should be basic to people's lives- particularly basics such as a clean environment, hygiene and sanitation. However it must be remembered that we need to create an environment that will help him /her experience rurality and not rush to create the urban comforts in a rural setting, because that is what the “tourist will want”.

One of the core understandings of the ETP was to create a unique rural experience for the tourists, to move away from infrastructure centred form of tourism. While this outlook is commendable and recommended, it is not easy to achieve. One may ask the question – can/should there be rural tourism at all? Much more thought needs to then be put in as to how one sees, builds on, and creates opportunities for tourists to experience ‘authentic’ rural life in a way that it transforms their mindsets. It is often the tangible / physical that will attract and bring the tourists, but it is the intangibles of the place that will be remembered, which makes or breaks the tourist's experience.

Arvind Lodaya who assisted Hodka in their communication material had this to say: *“Experience comprises various tangible and intangible interactions and processes, and gains in perceived value and meaningfulness if strung together in a coherent and imaginative way. Experience occurs only inside one’s consciousness, and so individual make-up and disposition counts as much for its realization as the external stimuli. An individual’s make-up and disposition can be substantially and positively affected by careful design. Opportunities exist right from the very first ‘touch-point’—awareness”.*

### Tourist profiles

The USP and competitive advantage has very strong links to the desired tourist profile. How the possible experience /product is presented to the potential tourist, how it has been positioned and marketed, what have been the strategies to ensure success - keeping these questions at the centre of planning and implementation the MoT, UNDP and implementing agencies had an important role to play but unfortunately this has not happened in most cases.

Ways of describing a tourist are closely linked to the USP and how one defines the tourism product. It is critical to be able to define the tourist profile, set up a system for capturing and verifying this data (based on who actually comes) and then feed this back into promotion, marketing and product development.

While many of the sites saw tourists even before the start of the ETP, it is important to distinguish between tourist arrivals in general and the manner in which communities linked to the project could engage with and benefit from tourist arrivals. Even close to completion of the project implementation there are very few sites that have experienced an increase in tourist inflow because of the ETP. Most of the sites have not yet been able to attract the ‘other’ set of tourists (those who are sensitive, who will enjoy the rural setting, willing to experiment) or tourists who will engage with the community or what the community has to offer. Chitrakote gets large numbers of



Tourist activity at the Kaziranga national park



Tourists visiting the Chettinad mansion, Karaikudi



Tourism activity, Naggar



Hotel built by the Public Works Department, Chitrakote



domestic tourists who come to enjoy the waterfalls. However very few of those tourists would be interested in living with the community and experiencing the rural way of life. To bring about this shift and be able to attract both types is a balancing act and a challenge. It is this aspect which needs to be woven into all activities, keeping different types of tourists in mind within the overall framework of the project.

Most sites have done some kind of planning for tourism and worked on a Tourism Perspective Plan (Annexure 3). The tourism perspective plan was a tool developed by UNDP to help implementing agencies to start planning for tourism at their site. However some attempt at tourist profiling was attempted only by Hodka, Banavasi and Karaikudi. There is not much evidence of linking the tourist profile, positioning, and business plans.

In Hodka, where tourism commenced with the project and Chougan which is yet to see tourists, are exceptions. The community in Hodka has developed a system of keeping track of the tourist arrivals and now the community has reached the stage when they have started projecting the number of tourists that might come in the next season. In 2006 they had 1378 daytime guests and 998 package guests. The figures for this year are likely to be much higher. Hodka, which is actively expanding its tourism product, is also therefore targeting an expanded tourist profile from those visiting the region for the crafts, to those who also are now also looking at the resort as a place of relaxation with couples visiting the place, as well as day visitors, visiting the nearby villages. From the feedback they have received they now plan to build a conference room to cater to the growing demands for that segment.

Banavasi did a quick tourist profile survey for 1 week, while youth in Raghurajpur have been trained to collect tourist data. In most places they have a sense from where they will try and attract the tourists but have little organised data about who comes and what they are seeking. This additional effort needs to be made as in rural areas the villagers do not always go up and talk to the tourists or start a conversation.

Community members in Lachen said *"Tourists come and stay for one or two nights and then they go trekking. They do not go into the village and they have no interaction with the villagers. The village people are busy with their own work thus they have no time to discuss with tourists."*

Another question is the links of tourist profile to undesirable impacts of tourism. How can one 'filter out' tourists who might have an adverse impact on the host community's culture and values?" Could a combination of pricing, positioning and experience be designed to narrow the appeal to a specific tourist profile? One can possibly learn from exclusive, membership and identity-based business models such as clubs and timeshares – where those who offer the experience design its content and consumer-members demand (and protect) exclusivity and adherence to certain norms & values themselves.

One other area that is less explored in the ETP is transforming the tourist, which is crucial to achieving the developmental objectives aimed for. How tourists could become active participants and partners in the process, and ways by which they could be enabled and facilitated to do so are important questions.



Tourists at the Kaziranga National park



### Infrastructure Development

Accommodation, connectivity and communication are basic aspects of the infrastructure required for development of tourism. In rural areas infrastructure such as – buildings, roads, power, telecommunications, water, sanitation are key development issues. In a service oriented industry like tourism where provision of services depends to a large extent on the availability of infrastructure, the lack of appropriate infrastructure can prove to be a bottle neck, depending of course on what the tourist is looking for. However, in most sites the attempt was at ensuring the basic levels of infrastructure. As explained in the introductory chapter, the ETP assumed the availability of basic infrastructure in each of the sites (which was not always the case), and aimed to enhance some infrastructure with direct links to tourism particularly accommodation. It was assumed that identifying and providing key infrastructure would enable the kick starting of tourism in these sites.

Infrastructure in the ETP fell into three broad categories. First those that had direct links to tourism (accommodation, restaurants, tourist information / interpretation centres), second those geared to overall village development and indirectly benefiting tourism (toilets, pavements, footpaths, street lighting). There was a third component which is the purchase of certain assets like adventure tourism equipment.

### Infrastructure permissible under the MoT - Rural Tourism Scheme

- Improvement of the surroundings of the village. This would include activities like landscaping, development of parks, fencing, compound wall etc.
- Improvements to roads within the Panchayat limits. This shall not include any major road which connects the village.
- Illumination in the village.
- Providing for improvement in solid waste management and sewerage management.
- Construction of Wayside Amenities.
- Procurement of equipments directly related to tourism, like Water Sports, Adventure Sports, Eco-friendly modes of transport for moving within the tourism zone.
- Refurbishment of the Monuments. (66:33 basis, i.e. CFA of 66%)
- Signage.
- Reception Centres.
- Other work/activities directly related to tourism.
- Tourist Accommodation.



Flatstone cobbled pathway, Lachen



Toilet, Lachen



Restaurant, Raghurajpur



Landscaping, Raghurajpur

## SUSTAINABILITY IN TOURISM - A RURAL TOURISM MODEL



Renovation of the Naamghar, Durgapur



Site for Amphitheatre, Durgapur



Renovation of Temples, Naggar



Renovation of Gol Sarai, Naggar

The table below give a sense of the infrastructure linked directly to tourism and linked to overall development. The bracketed items are those in the original plan but dropped in the course of the project. In italics is work started and in various stages of completion.

Places (Time of visit by Review team)	Directly linked to tourism	Linked to village development - indirectly to tourism as well
<b>Banavasi (February 2008)</b>	<ul style="list-style-type: none"> <li>• Tourist accommodation</li> <li>• Handicrafts sale centre</li> <li>• Construction of cafeteria</li> <li>• Information centre</li> <li>• Toilet and bathrooms</li> <li>• Signage</li> <li>• Home stay</li> </ul>	<ul style="list-style-type: none"> <li>• Solid waste management</li> <li>• Drinking water supply</li> <li>• Solar light system</li> <li>• Children park</li> </ul>
<b>Chitrakote (February 2008)</b>	<ul style="list-style-type: none"> <li>• <i>Sale outlets for rural products (demolished)</i></li> <li>• <i>Home stay facility</i></li> <li>• <i>Parking Place</i></li> <li>• <i>Boats, Platform, Aquarium, Life jackets</i></li> </ul> <p><b>Part of Plan - not yet started</b></p> <ul style="list-style-type: none"> <li>• Signage</li> <li>• Welcome Center / Gate</li> <li>• Toilets Urinals</li> <li>• Herbal /Yoga Center</li> <li>• Restaurant Building</li> <li>• Cultural Center</li> </ul>	[Equipments/ Machinery Packaging unit]



Places (Time of visit by Review team)	Directly linked to tourism	Linked to village development - indirectly to tourism as well
<b>Chougan (February 2008)</b>	<ul style="list-style-type: none"> <li>• <i>Dust bins</i></li> <li>• <i>Accommodation unit</i></li> <li>• <i>Home stay</i></li> </ul>	<ul style="list-style-type: none"> <li>• Check dams</li> <li>• Bus stop</li> <li>• Toilet</li> </ul>
<b>Karaikudi (February 2008)</b>	<ul style="list-style-type: none"> <li>• Provision of Parking</li> <li>• Signage</li> <li>• Solar lights</li> </ul>	<ul style="list-style-type: none"> <li>• Providing BT surface (for road)</li> </ul>
<b>Neemrana (February 2008)</b>	<ul style="list-style-type: none"> <li>• Construction of approach road from Fort to Hanumanji temple with brick pavement</li> <li>• Step well (<i>Bawari</i>) - restoration work</li> <li>• [Construction of Vehicle parking and Driver's rest room, Construction of Recreation, gardens and tent sites]</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Construction of approach roads- Connecting to Highway</i></li> <li>• <i>Construction of drains and culvert.</i></li> <li>• <i>Construction of road side drains</i></li> <li>• [Electricity connections and fittings]</li> </ul>
<b>Durgapur (March 2008)</b>	<ul style="list-style-type: none"> <li>• Gateway</li> <li>• <i>Amphitheatre</i></li> <li>• <i>Accommodation unit</i></li> <li>• <i>Tourism Information centre</i></li> </ul>	<ul style="list-style-type: none"> <li>• Renovation / restoration of Naamghar</li> </ul>
<b>Lachen (March 2008)</b>	<ul style="list-style-type: none"> <li>• Toilets for tourists Monastery gate</li> <li>• Buddhist Prayer wheel and Buddhist stupa</li> <li>• Gate for Public House Dzumsa building</li> </ul>	<ul style="list-style-type: none"> <li>• Flat stone cobbled pathway</li> <li>• Drainage</li> </ul>
<b>Raghurajpur (March 2008)</b>	<ul style="list-style-type: none"> <li>• Amphitheatre</li> <li>• Restaurant</li> <li>• Accommodation Unit</li> <li>• Craft Centre</li> <li>• Interpretation Centre</li> <li>• Service Room</li> <li>• Entrance Gateway</li> <li>• Paving &amp; steps along the village pond</li> <li>• [Design and Execution of Street Furniture, Signage, Lobbying for Heritage coach in trains &amp; introduce of shuttle service]</li> </ul>	<ul style="list-style-type: none"> <li>• Upgradation of Gurukul</li> <li>• [Services – Internal &amp; external Water Supply/ Sewer &amp; Internal Electrical Installation]</li> </ul>
<b>Hodka (April 2008)</b>	<ul style="list-style-type: none"> <li>• Tourist accommodation</li> <li>• Purchase of equipment directly related to tourism</li> <li>• Signage</li> <li>• Reception Centres</li> <li>• Gram Kala Kendra</li> <li>• Crafts museum</li> <li>• Solid Waste/Sewerage (for resort)</li> </ul>	<ul style="list-style-type: none"> <li>• [Improvement of surroundings of the village, Improvements to roads within Panchayat limits, Illumination in the village]</li> </ul>
<b>Naggar (April 2008)</b>	<ul style="list-style-type: none"> <li>• Purchase of Equipments for adventure tourism</li> <li>• <i>Improvement of private houses/ toilets for Visitor Stays</i></li> <li>• <i>Renovation of Gol Sarai Building</i></li> </ul>	<ul style="list-style-type: none"> <li>• Street Pavement/Drainage</li> <li>• Site development of temples</li> <li>• <i>Waste management</i></li> <li>• 20 Nos. Solar Street Lights</li> <li>• 4 No. Community Toilets</li> <li>• <i>Remodelling of Open Air Theatre - more community use</i></li> </ul>

In Naggar, Raghurajpur, Banavasi, Lachen and Hodka the infrastructure built has a clear tourism focus.

It may have been useful for the sites to see what they should have invested in as infrastructure under the RTS and what should have been accessed through convergence with other government schemes for village development. Roads, renovations of monuments, old buildings – are large budget items. As the cap on infrastructure budgets was Rs 50 lakhs the spending should have been on areas that would significantly leverage the livelihood and tourism potential.

### **Accommodation:**

At most sites, accommodation facilities have been a key component to plan for in the infrastructure work plan. The nature of accommodation, the extent to which locally available materials were used, technological innovations, use of local resources, skill and knowledge, kind of facilities and rationality of pricing are relevant here.

A fair number of sites have opted for centralised accommodation (to build an accommodation unit in the village to be managed by the community), some relying on the homestays concept, a few that use both. Neemrana was an exception in that it did not have any accommodation component (probably as there is the Neemrana Fort hotel and a few other budget hotels in the village).

Many of the ETP sites currently lack accommodation facility or even if it is in place, is still non-functional. In Banavasi, the accommodation is ready, but cannot be used because of a dispute on the payment to the contractors. In Chitrakote, they have identified the homestays providers, but work on building the rooms is yet to begin. Raghurajpur has focused on an accommodation unit for the tourists, but the society has recently been registered and still need to organise themselves. Lachen & Neemrana are already established tourist destinations however the communities linked to the ETP are not linked to and do

not benefit from the existing accommodation facilities.

While community members recognised the criticality of accommodation, few were able to justify why a certain number of rooms were chosen, what would be the facilities offered. Materials used for construction and used for the interiors were not always localised and some structures lacked aesthetics (in the view of the review team!) or did not rely on improvising of traditional art and art forms.

While not restricted to accommodation alone, the “vernacular versus concrete” debate / dilemma has been a complicated one.

There is not much awareness amongst the villagers as to why there is such great emphasis on vernacular architecture. Their reflection is limited to the extent that ‘tourists want to stay in accommodation which resembles and suits the rural ambience’. The broader vision of use of local materials, providing opportunities to local shopkeepers and vendors and benefiting the local economy as a whole is not clear to villagers.

Sandip Virmani of Hunnarshala spoke about this aspect in Hodka, *“the Kutch region is famous for the circular form – the bungas. There was a sense of pride in their history, their construction knowledge and practices that has kept them safe in an earthquake prone region. They were also very clear that it was the circular form structure that they want to build as a permanent structure but whether in concrete or in mud was another discussion that started. The temperatures range from very hot and very cold. Mud is a material which insulates both the cold and the heat, unlike concrete. The challenge was to make it comfortable and not require too much maintenance ... and this led to many innovative and creative solutions.*

*Our whole understanding through our work on vernacular idioms has been that when we use the local materials the artisans are there to repair it, maintain it, and develop it further.*



*This is far more cost effective. Using concrete or mud is equally complex as far as technology is concerned. The skills are available in building in their material, they do not have the skills of building in concrete and this is a myth that concrete or brick structures do not require maintenance and mud structure do.*

*Also in India there are so many ecosystems, and therefore so many communities, so many building methodologies and so many materials. But unfortunately over the last 40-50 years there has been an over fixation on concrete, steel, glass, as building materials and that is why there has been a tendency to uniformise the vernacular idioms to this”.*

In Naggar the villagers are not allowed to use wood as per the Government policy and therefore building in wood which is the traditional vernacular style was not an option. It was because of this they decided on RCC construction but plan to make the façade in the vernacular style.

Rabjor Lachenpa, Pipon (Head of Dzumsa), Lachen said, “Villagers are getting fond of cement things and now the beauty of the village is being destroyed. Everyone wants to construct the house in the urban manner. Dzumsa cannot do anything about this. We are also unable to have a control on it”.

The preference for concrete structures on the plea of cutting down maintenance cost serves the interest of those who have no concern for the traditional house builders and artisans. The issue was also raised during the construction of the resort Shaam-e-Sarhad in Hodka, which was, then discussed, dialogued with the community and after convincing and showing them that it can also be as attractive to build in the vernacular style. In Chitrakote the civil servants love for concrete, whether it is the PWD or it is the State Tourism Department, is oppressive in the setting of natural waterfall. The use of locally available materials is usually more reasonable and more durable in the long run from the point of the characteristics of that ecosystem. Unfortunately the



Shaam-e-Sarhad Resort, Hodka



Gram Kutir, Raghurajpur



Centralised Accommodation, Banavasi

definition of ‘pucca’ (permanent) structure has been propagated as best.

In relation to sites that have worked with centralised accommodation, the Hodka example may not be possible or desirable for others to follow – but there are lessons one can learn in the various elements that draw the tourist. The lesson more applicable is the need and value of going into details and engaging the community in developing the infrastructure as these when put together complete the ‘package’. In future the architect panel need to devise ways in which they are able to engage much more with the community at the various stages of the infrastructure conceptualisation and project implementation, as this would give the communities the capacity to understand and influence the way tourism could develop.

### Home stay – a case study

The idea of home stays was central to the accommodation strategy or concept in many of the locations and it would do well for us to focus attention on its strategic value and effectiveness. The section on Infrastructure Development has attempted to capture various aspects of the role of infrastructure. Homestays were a particular strategy to decentralize the benefits in the village, enabling more tourist-host community interaction. Homestays have four key elements:

1. To stay with the family
2. Home cooked meals
3. Eating with the family and
4. Spaces for interaction

The table below attempts to plot how the concept of the homestay has unfolded at the various sites that have adopted this form of accommodation.

	Stay with family (under one roof)	Home cooked meals	Share meals with family	Space for interaction
<b>Banavasi</b>	*	*	*	*
<b>Chougan</b>	*	*	*	*
<b>Naggar**</b>		*		
<b>Lachen**</b>		*	*	*
<b>Chitrakote</b>		*	*	*

\*\*This has been the case in regard to the interactions the review team has had. Some home stay providers with whom interactions were not possible may have the other components as well.



Homestay, Lachen

Accommodation being one of the revenue generating models there is a need to think through this aspect carefully. Pricing – in most places was very reasonable, except Karaikudi (the Chettinad mansions cater to the high end tourists with pricing starting from Rs 4000/- a night). In Naggar, it ranged from Rs 150/- for a double room to Rs 2000/-. Naggar which has seen tourism and the concept of home stay leaves it to individuals offering homestays to decide how

much each one should charge. In Lachen it was Rs 250/- for a double room. In the case of centralised accommodation, Raghurajpur rooms were priced at Rs 300 (double) / Rs 400 (twin) and Hodka a double room ranged from Rs 2000/- (tents) to Rs 3200/- (bhungas). In Chougan there is some understanding of uniform pricing between members who would be providing homestay facilities. In general, charges for food were reasonable, being approximately in



Homestay, Chougan



Homestay, Naggar



the range of Rs150/- per person per day. In Chitrakote and Chougan, the people who opted for homestays work together as a group and the benefits are then shared. There could be a system of rotation, rather than each one having to individually market and ensure a steady flow of tourists. Also sites such as Lachen and Karaikudi – which have traditional houses, can consider exploring home stay itself as a concept as an experience the tourist may be attracted to.

In Naggar a financial assistance scheme of Rs 35000/- each was given to 29 home stay owners to build a bathroom and kitchen. However what resulted is that these became mini-lodges and not real home stays as the visitors did not stay with the local family. Deciding which of the members of the community will offer home stays is complex. The home stays were mostly offered by people from the upper castes. When asked what would happen if members from the SC community wanted a loan because they too wanted to offer home stays, the response was *“poor people cannot take the loan because the interest rate is very high, how can they repay it”* It was left to the community to come forward and all those interested were given incentives – on equal basis. What may have been more useful is to grade the financial assistance based on need.

The example of Chitrakote lists the criteria for home stays which were transparently developed.

### Guidelines for Homestays

Home stays are for the tourists who do not want to stay in the hotel, but want to stay with us in the village.

There are a set of conditions which need to be fulfilled for choosing the person for home stay:

- a) he/she should be very poor
- b) person should possess some art like pottery or a pujari or vaidh etc
- c) person should possess some land of his own

There is a provision of providing one lakh rupees for each of the person chosen for home stay (to develop the place for the same purpose). With this money they are supposed to construct two rooms with an attached bathroom near the house for the guests.

There will be a good scrutiny of the tourists before anyone is allowed to be a guest at the home stay. Families will be given preference and they are more welcome for the home stay.

People selected for homestay.

Many people came forward but only 10 were selected

- One potter
- One Vaidh (Local doctor)
- One farmer (he has been trained by an agriculturist for the use of cow dung and beetle leaf as an insecticide)
- Few artisans

Tariff: not yet decided

The social background and norms of the community have also to be considered if the idea was taken up. Home stay is a space of close interaction between host and guest. The process by which the community is given the time and space to debate, accept and want home stays has varied. In more orthodox villages, members were not comfortable with homestays. In Neemrana, community members said that homestays were not an option as the poor in the village would not be able to provide the minimum facility for the tourists. Also community members said, *“This is a very orthodox village where the women do not speak or come in front of the family elders. In such an atmosphere if some stranger come and stays with the family then the villagers will start talking about the family”*.

We have also taken up the home stay question as a special case because the MoT is propagating this as a general strategy to meet the gap in accommodation units. However in the context of rural setting, as examples in the ETP show, there are many social, cultural and economic reasons why homestays may not



work or work in a limited manner. While the concept of the homestay was envisioned as a way of decentralizing the benefits in the village, enabling a more tourist - community interaction and moving away from a infrastructure focused notion of tourism, the preference by communities in terms of accommodation offered seems to be veering towards centrally organized and centrally managed facilities. It is important that this trend and preference is recognized.

### Connectivity

Connectivity has been an important criterion taken into account while selecting sites for the ETP by Gol-UNDP. Of the 10 sites visited by the review team most sites are connected well either by air, rail or road to the nearest district headquarter or more importantly to the better known tourist destination which was to be the source from where they would attract tourists. The further one tends to move away in selection of site from either of these two connectivity points, it becomes far more critical that a lot more thought will then need to go into designing the 'attraction'. While there are buses every 20 minutes between Sirsi and Banavasi (18 kms), the road is full of potholes. A tourist's feedback *"for this beautiful place there is a real need for good roads."* As the saying goes, *"a tourism experience is not only about the final destination but the journey as well"*. However until many tourists feel this way, connectivity will still be a critical factor.

### Issues and conflicts around infrastructure development

Construction has been a major source of mismanagement in most of the places. There is not a single site where it is without some hitch. In Karikudi the community did not even know where the money was spent. In Raghurajpur INTACH decided what to build. In Durgapur, the district administration spearheaded the construction in the first phase without any consultation. In Chougan, the structures are of poor quality and unfinished. In Lachen, the Dzumsa system with strong upward delegation to the Pipon makes it

difficult to say with confidence that people exercised their choice.

Infrastructure is mostly divorced from capacity building and has not gone through any rigorous institutional process. What is chosen for construction was almost pre-decided and the community has often had little say in it. In many places the infrastructure plan was already made. Infrastructure development was often taken up much before the commencement of the capacity building programme making it very difficult for integration when the implementing agencies came in and began work. In some cases it was executed as two isolated projects resulting not only in huge loss of funds, but, more importantly, an adverse impact on the whole project exemplifying the dysfunctionality of top-down developmental planning.

### The case of Neemrana:

In Neemrana, the two vital components of the project, infrastructure development and capacity building, instead of becoming complementary to each other, worked as two isolated



Baawri - under attack of vandalism, Neemrana



Baawri, Neemrana

entities. Despite the personal involvement of top officers of UNDP in the negotiation with the Management of the Fort Palace, the road to the Baawri from the Fort could not be built. The Fort management backed out from a written agreement with the District Administration on the plan to construct a road that would be built partly on its land. The condition that they put forward for parting with the land was to keep the road under their total control and out of bounds for the villagers. This condition was introduced when one third of the construction was over incurring an expenditure of about Rs.40000 from the project budget. The decision of the district administration to spend Rs. 5 lakhs for the construction of a concrete road from the highway to the fort is neither known to the community nor the implementing agency. Though it may have been important to concretise the main access road, money to a substantial extent should have been invested in the step well (Baawri) & the shops which could have worked towards the livelihood objective and renovated a beautiful structure as a tourism attraction.

For the renovation of the beautiful but dilapidated Baawri Rs.13.55 lakhs has already been spent out of the sanctioned amount of Rs.17.20 lakhs. The work is still incomplete and whatever work has been done is under attack of vandalism. It is a pity that there is nobody to stop it; broken pieces of precious stone carvings are strewn all over the place. Protection of this monument is not part of the planning but should have been considered as this is the key attraction.

### The case of Chougan

In Chougan the people wanted check dams to harvest water but the DC abandoned that idea unilaterally and dug up wells that bore little or no water. The check dam was built in a place where the rainwater does not flow. Chougan's bus stand and incomplete tourist lodge stand testimony to the bureaucratic sabotage of an innovative endeavour of the people.

So far what has come up in the name of infrastructure in Chougan is dismal; a 'Bus Stand' with a shade and a room and a half-done public toilet, two check dams with no water to hold, an unfinished mud road with boulders of no significance, a tourist lodge constructed up to the plinth level, and 4 concrete dustbins, the only finished hardware under the project. Incidentally, the information centre does not figure in the infrastructure list. The purpose of having a room along with the bus stand is not known; however, as on 8th – 9th February 2008 (when the review team visited the site) it was being used as a storeroom to stack cement bags that have already been spoiled. The repair of Madhiyaji, the Gond place of worship, is often cited as the success story.

Secondly, the land where the bus stand has come up does not belong to the government. It was acquired without the consent and payment of any compensation to its rightful owner, a poor Gond. It is, in other words, an illegal possession. The land on which the plinth of the incomplete guesthouse stands belongs to the kotwar of the



Bus Stand &amp; The half-built public toilet

village. His consent was also not taken before construction work started. The land was temporarily allotted to him by the village community for his service as the kotwar (the messenger). He was in a sense forced to enter into an oral agreement to give up possession of the land in lieu of a payment of Rs. 500 per month. Thirdly, the construction work was under taken without taking the villagers into confidence. When the construction of the dam started the people objected to it, saying that the site was not right as there was no flow of water there. They suggested an alternative site but nobody paid heed to them. About other construction too the villagers were not consulted. Nobody knows the accounts of the expenses in the village. Fourthly, the Bus Stand has not been planned according to the vernacular architecture. And finally, going against the norms of the ETP even the wage labourers were brought from outside the village for construction works. Now the present position is that there is not enough money left to complete the unfinished constructions.

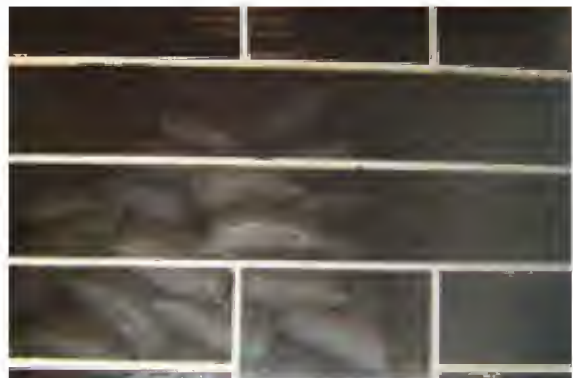
The bureaucracy is not always to be blamed. Local vested interest groups also find it convenient to divorce infrastructure from capacity building needs and visions as was found in the case of Banavasi. A construction company was hired for the building of the tourist lodge and the information centre by the VTC. The same is seen in Durgapur. The half built interpretation centre made up of concrete stands amidst thatched and metal roofed mud houses in the village is a veritable eyesore! Examples of misuse, corruption, lack of accountability for damaged property are many and there seems to be no clarity on who should be held responsible for these significant lapses.



Madhiyaji, the Gond place of worship



One of the two check dams



Room in the Bus Stand, being used to store cement bags



A tourist lodge constructed up to the plinth level



### Engaging communities

This brings us to the fundamental issue of empowerment through participation in the process of building one's future. Development turns out to be dysfunctional when it becomes devoid of the participation, imagination, and aspiration of the people for whom it is meant.

Community engagement in the process of decisions on infrastructure (what, why, where, design – how was it taken, how much money has been spent on it) has been low. Often the views of the community have not been sought in many instances (e.g Raghurajpur, Neemarana, Karaikudi, Chougan).

If the village has a specific ambience and beautiful environment, it was hoped that the kind of structures that were built would be in tune with that setting. The project in principle could not regulate or impose without the people themselves realising the need for it. That was to be an integral part of the capacity building.

The lack of guidelines has also contributed to poor co-ordination. In the initial phases of the project the infrastructure preceded capacity building. Along the way it was felt that in many cases it would have been useful had capacity building preceded infrastructure development. However it is not about one preceding the other but the synergy one needs to find between the two and how this can be made a more integrated process.

### Business Plans

Work on the business plan to project volumes, pricing, investment in marketing and promotion and benefit sharing of tourism is conspicuous by its near absence in almost all sites. There has been a recent effort to build capacity in this area by inviting external resource persons.

Karaikudi has worked out some broad market strategies and approaches to link the Information Center in Pallatur with the Tourist Reception Centres in Rameshwaram and Madurai to bring the tourists to Karaikudi – e.g organizing different thematic tours and a rural mart. This

could be termed more a promotion strategy but is not a business plan. But in most cases even this was not undertaken and the basic business plan was not developed.

In Neemarana the community members were asked, *"How do you plan to sell the products?"* They answered *"We want to develop our own marketing channel. We thought the tourists coming to the fort would like it if they see the products. They might buy the products if we have them displayed. Thus we thought once the tourists come we'll start getting benefited."* When questioned further *"So, only tourists coming to the fort are your targets?"* They said *"Yes, but we haven't seen tourists coming to this part of the village. The entire village is so dirty and there are no street lights on the way so how will the tourists come here."* While this is true, the kind of helplessness and even naivety (in terms of the hopes they build) displayed by the community is rather poignant.

Some of the sites have discussed the benefit sharing model they will adopt - which basically looked at what percentage of what is earned from tourism related activities (like accommodation units, performing arts and selling of crafts etc) in an year be distributed. Thus how much of it will be retained with the village tourism committee (VTC) and what percentage will go to the Panchayat has been discussed but a clear rationale for this is still not evident at most sites. In Banavasi where the accommodation unit has been constructed on the temple land, the idea is to give 50% of the earnings to the temple committee, who in turn will manage some village development work. In Chitrakote, the VTC plans to keep 50% of their income for the maintenance of tourism infrastructure and 50% will be given to the Panchayat for other developmental works. The District Collector at Chitrakote observed that if the VTC became richer than the Panchayat, it may impact the notions of relative power between the two bodies.

In Chougan the ETP was successful in developing the alternate source of livelihoods in the form of lantana craft, wood carving work and

the traditional performing groups. The VTC has a bank account with Rs 5,300/- (5% of the income earned through tourism activities). What percentage of earnings goes to the artisans and how much is retained by the VTC varies from place to place.

In Hodka the Meghwal community is famous for their leather, embroidery and mirror work. From the sale earnings of craft in the resort shop, 3% goes to the resort and 2% to the Panchayat, the rest goes to the artisan. 3% of the profit from the resort is to the Panchayat. The remaining money is used for maintenance and salaries of the employed people in the resort. Apart from this the community has been forecasting arrivals and trying to keep pace with the changing needs and opportunities.

### Promotion and Marketing

Marketing involves product/service development, place (location and distribution), and pricing and promotion. It defines the market and the customer and makes the match between beneficiary, the “product” they design and offer and its match to customer needs and expectations.

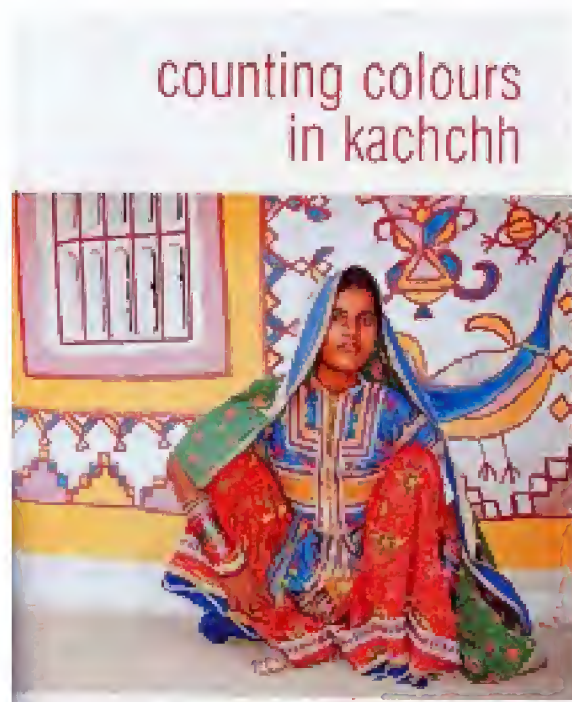
Leena Nandan, Joint Secretary, MoT acknowledges that the marketing strategies and plans should have been started earlier in the project, *“We have got into the marketing aspects in the last one year. We have had series of platforms where the artisans have been able to show case their products in the national and the international arena. Also design development which is even now in a nascent stage in the existing 36 sites, should be definitely getting much more importance, should have been given much planning and emphasis right from the beginning. Traditionally they have been producing crafts but need some kind of inputs on what is the consumer expectations, what are the quality aspects that they must take into account”.*

While meeting the needs of the market is certainly an important goal from a commercial viability perspective, the dilemma also is about how such a project can help preserve traditions in their ‘pure’ form. Here we do not mean

to suggest that that traditional crafts have not evolved and have not responded to changing times and changing needs. This is perhaps has been the greatest strength of our artisans and our crafts and one of the main reasons why they have survived. However it is factors and spaces like tourism that are increasingly playing the role of ‘the new patrons’ of such skills and traditions. In such a case it is not enough for the ETP to see how the artisans can fit into the market but also to be able to play the important role of a patron - which is to appreciate, preserve and support art and skill for its own sake.

On promotion and marketing the destination as a whole, Hodka has attempted a range of strategies and pursued them with energy and vigour. The marketing at Hodka was taken step wise and adopted a three pronged approach – marketing the concept of endogenous tourism, marketing Kutch district and marketing the Shaam-e-Sarhad resort. In first season, information about the resort was disseminated by emails to friends and network partners of KMVS. For the next season, i.e., December 2005 to April 2006, they decided to go about the process more systematically. A designer was asked to support in preparing a website, a brochure and series of posters. Efforts were made to get good coverage of the site by different travel writers in the media (the site has already been mentioned in well in-flight travel magazines). Posters were displayed at the

Promotional materials, Hodka, Source KMVS



Bhuj airport, the Army, Border Security Force and the Air Force Stations at Bhuj were contacted and they also agreed to display the posters and distribute the brochures amongst their officers. Committee, villagers, and Hodka Panchayat came forward to organize folk music festivals as well which was well received. 'It benefited 30-35 folk music artisans (Pava, Chang, Bhajan, Rasuda, Moludh, Morchang, Kafi, etc.) directly/indirectly'<sup>2</sup>. Notwithstanding this, word of mouth remains the cause for most tourist arrivals at Hodka. The local Hodka Tourism Committee confidently manages the Village Resort, but for marketing and promotion the implementing agency's (KMVS) support is still relied on.



Explore Rural India website



Promotional materials - Chougan, Hodka, Raghurajpur & Chitrakote

Almost all the sites have come up with their own brochures and UNDP has developed the [www.explorerruralindia.org](http://www.explorerruralindia.org) website and Rural Tourism brochures. Chougan put up a stall in the Kanha National Park during the New Year festival, where they distributed pamphlets and brochures to the visitors. However this has not yet translated into significant tourist arrivals.

In Karaikudi, they have developed promotional brochures and CDs and also contacted government officials to introduce Karaikudi on important tourist circuits. The implementing agency has also interacted with the travel club, an association of hoteliers in Madurai and Chennai to market the site to the tourists. They have provided a model package tour to the club so as to send their guests to the project site.

Banavasi has come up with brochures, CDs and a website promoting its crafts, cuisine, biodiversity, agriculture, culture and traditions. They have established good contacts with the print and electronic media and advertised the site. Linkage with travel agents, tour operators is also being processed.

Identification of travel agents for potential linkages with foreign and domestic tourist is still a plan at almost all the reviewed sites. Identifying linkages with corporate bodies or organizations which could be interested in using central accommodation at the sites like Hodka and Banavasi for workshops, etc is in the pipeline.

Which tourist will come, how they will know about the site, have not been thought through enough for e.g in Durgapur just 2 kms from Kaziranga National Park, even simple steps like contacting the nearby lodges and hotels for display of their crafts and brochures has not been attempted.

R K Anil, Project officer, UNDP admits that this has been a weak area. *"Even today we do not have a destination marketing strategy, and tourism without marketing is not going to succeed. Another area we lack in is the market-*

2. As mentioned in the a presentation to UNDP on 15th September 2007



*ing links for the tourism products in the village. We have trained the partners to build the enterprises in the village. We have hired resources, entrepreneurs with legal and marketing angles, who will help in marketing and will work in the field with the communities. Another thing is we cannot put everything in tourism, it is an externally driven, we need to have a business model to make it successful.” While this is a harsh self critique it is unfortunately closer to the truth.”*

While different attempts have been made, in all sites the data of the effectiveness of these strategies is not available or discernable yet.

The rather last minute efforts to address the business plans, promotional and marketing aspects is not just about weak implementation but also perhaps about the difficulty of engaging in the commercial viability of the project – by groups like the community, implementing agency, UNDP and the MoT who have not prioritized or do not see themselves having core competencies in this area. Perhaps the belief is that promotion and visibility will make up for lack of sound business plans.

Subhash Jain, District Collector of Mandla, asked, *“Who knows Chougan exists? It is irresponsible on part of the planners to raise the hopes of people, train them to receive the tourists and then make them wait that tourists will come and bring prosperity with them. Where will the tourist come from? They should have been educated about the things like advertisement and pamphlets.”* In such a case it is evident that the DC sees himself as “outside” the project.

It is important also to understand the form and content of promotion that will be attempted for these sites. The philosophy of the project, how a marketing firm sees and portrays this – is it just a pretty picture postcard or should the marketing be positioned differently? The [www.exploreruralindia.org](http://www.exploreruralindia.org) website developed by the MoT does not mention the community based and community led aspect of tourism at these sites. It does not attempt to educate tourists but focuses on only on attracting them.

There is nothing inherently wrong in attracting tourists, but this is also an opportunity to present a more holistic aspect of the place and contextualise the tourism experience in it. Since the Ministry of Tourism is beginning to link the notions of responsible tourism and rural tourism, it may be important to dwell more on these fundamental issues as this will inform almost every aspect of this project.

The complex part of marketing the ETP sites is that it is not just about being happy or grateful about any tourist coming in – but about communicating what the experience of that site could potentially be, and attracting those tourists who are looking for that. In that sense it is also very much about empowering the communities to think, choose and shape what kind of tourist destination they wish their village, their home and their locality to be. This aspect seems to have not been dwelt on, in the general anxiety that “somehow we must get tourists in”. Such an approach would be respectful both of the visited and the visitors as the ‘psychological contract’ as well as the contract about what is on offer would match.

In Lachen, where currently a large number of tourist from neighbouring West Bengal come, when asked by the review team, “How do you think tourism can be developed?” responded *“We should click pictures of the village and then put in Kolkata. More people should know about our village”*. While this was not off the mark in terms of their knowledge of the target market, the fact that they could empower themselves to think about what would they like the identity of their village to be, and in what way it would respect and protect their culture and ways, but also share it with others. What was missing was the notion that choosing a form of promotion was also a powerful opportunity to impact and change the minds of tourists – that they would “see” more than just the product or the view but actually be willing to experience and be impacted and even a little changed by that experience. This provided a chance to try and transform the nature of tourism – from its mass consumptive

nature to something which had the elements of interaction, learning and human contact as well!

Perhaps lofty ideals – but in the opinion of the review team – why not – as this is one of

the critical and important opportunities that such a project provides – if only the project implementers at all levels are willing to seize the opportunity.

### 3.3 Tourism Impacts

This section aims to capture the impacts of tourism that are beginning to be visible at the sites. Given that in many of the ETP sites tourism is at the initial stages it is difficult to decisively talk about tourism's impacts. However, what we can do is point to a trend and draw conclusions about what may happen if that trend continued. The section focuses on economic, socio-cultural and environmental impacts.

#### **Economic Impacts**

The key indicators of the economic impacts are increase in employment, rise in income levels, strengthening of existing and creating alternative livelihoods.

#### **Employment generation & Alternative livelihoods**

All the reviewed sites show a potential of increased employment opportunities within the village due to initiation of the project. However the data on actual increase in employment because of the ETP is hard to come by. Also given the nature of the project, and its early stages in most sites, it would be too early to judge direct employment.

In some sites community members claimed that since the initiation of the project the number of villagers migrating to cities in search of employment has reduced. In Chougan, the baseline survey of the implementing agency claims 160 members of 104 families migrated in the year 2003-04, 11 families (10.8%) for labour work to Jabalpur & Narsingpur, 83 families (79.81 % of migrants) migrated to

Maharashtra & Andhra Pradesh for bamboo felling and 10 families (9.61 %) migrated within Block. During the meeting with the VTC, the members stated that few of them have not migrated to Maharashtra (as in earlier years) in search of employment as they are hopeful this project will bring employment in their own village. However the exact nature and guarantee of this employment was not clear.

In Karaikudi, home to the famous Chettiar community, the local artisans are seeking alternative occupations, as there is no call on their traditional skills, because new buildings do not need wood carvers or traditional crafts. It has become a common feature for young Chettiars and young members of other communities to seek employment outside the region. The baseline survey of Karaikudi by DHAN Foundation stated that the ETP has the potential to prevent migration of youth if they found adequate employment or income generation opportunities that opened up through establishing successful heritage tourism. The data on this is yet to be confirmed.

DHAN Foundation in Karaikudi had this to report, *"Through the tourism project, we have provided employment opportunities to the hospitality groups, the beneficiary being forty in number. Though, it is seasonal for few people, some opt for it full time. Ten unemployed youths, especially the women have got full time job in organizing the artisan community for collective action in livelihood promotion; exploring the market linkages; collaboration with the banks*

*for linkages/ credit support to the artisans etc. We have given employment opportunities to guides, five in number”.*

In Banavasi the implementing agency reports to have created employment opportunities to 69 houses holds through training and other avenues through ETP. But on field the reviewers could not meet those who benefited. In Banavasi the pineapple fair was an innovative approach to capitalize on locally grown pineapples. In last two years a group of twenty women have organized three fairs and net benefits have been between 1500-3000 rupees for each person in the group. Apart from the added income, the fairs have increased the confidence of the women. However this is a one off event and needs to be now regularly taken up.

Hodka which has already seen four tourist seasons the traditional occupations have not been substituted by tourism related livelihood options. Since the tourist season does not overlap with the traditional occupation (of coal making, cattle rearing) the chances of over dependency on tourism is reduced. Also this allows for expanding the sources earnings throughout the year.

In Chougan the training provided to the villagers in rejuvenating the performing arts have been fetching income in spite of negligible tourist arrivals in the village. Lantana craft, the dance groups, wood carving, honey collection etc



Lantana Craft, Chougan

have all reported increases in income because of the additional livelihood source and are not dependent only on tourist arrivals.

In Naggar the harvesting of apple, strawberries and cherries is the primary activity. The arrival of the tourists in this area coincides with their harvesting season i.e. May to October. Thus tourism does not provide an alternative source of earning in the winter season when they are not occupied with this harvesting. The suitability of tourism as a livelihood opportunity in terms of its timing is a factor that affects the economic gains from tourism in the rural setting.

In Neemrana this has not worked. The implementing agency has not been able to see this also as a project of alternative livelihood. A potter states, *“At this moment we have no buyers for the products we produced. Now a days even procuring the mud has become so expensive. Earlier we were made to pay tax for one gaadi (vehicle load) of mud. Later cement factories have come up in the village and they started consuming the mud available in the village. The amount of mud they consumed in one month we would have consumed that in ten years. Thus the scenario at present is such that we cannot take the mud from our own village ... now it has become so expensive that we cannot buy that.”*

In summary it seems there is considerable potential for employment opportunities created by the project but how many of them have materialised in reality is an issue. For example several groups have been formed for cuisine, hospitality and guiding but in actuality most of them are still not converting the trainings to income generating options. In Banavasi tourist arrivals is a constant phenomenon in the village but the guides, the pineapple cuisine group and the trained worli painters etc are dependent on organised fairs to generate incomes.

### **Income generation, backward linkages, and leakages**

Competitive advantage is necessary for successful tourism development but not sufficient as it does not ensure that economic



and social development takes place in the destination. Typically, in the process of tourism development the rich and powerful or non-residents become involved with tourism projects, while opportunities for participation and benefits do not reach the marginalized sections of the society. Whenever there is direct participation through employment of the weaker sections, this is generally driven by individual endeavours to reap the economic benefits tourism brings. This was evident at the destinations like Neemrana, where the potters were motivated to become part of the project and diversify their products through training, as they saw it could contribute to their economic growth. In some places the links between capacity building and conversion into actual income generation was not strong, as pointed out in the section on capacity building. Where it worked was in places like Chougan, where the artisans practicing lantana craft got very useful training because of their personal interest in the art and new income reaching them helped the entire household to reap the economic benefits.

The project has tried to include the marginalized sections, backward castes and classes, women and poor to a certain extent. However it is a contentious and complex issue is whether a project such as this can really address the very poor. In Neemrana, Niranjana Sharma, Chief Coordinator of the implementing agency, pointed out *"Tourism is not for the poorest of the poor. How can we expect visitors from different parts of the world to come and stay at the place which cannot even provide them with basic facilities? If we want the tourist to stay with the villagers and pay for this, then we must also provide him with basic facilities"*.

The economic benefit of these sections of people through tourism development has depended largely on their own capabilities and to some extent on their financial and social background. For e.g households that could participate in

home stays were those that have some asset like land or an extra room to be rented to the visitors.

Places like Naggar, Banavasi, Neemrana, Chitrakote and Raghurajpur villagers are waiting for the central accommodation/interpretation centre or other infrastructure which gives them a chance to display their products for sale to the tourists to be completed.

In Naggar the business analysis of the implementing agency states that the income generated from the ETP is Rs 12,27,250/- (as of Sep 07). It is unclear whether this figure is on actuals or a projected estimation of income.

Banavasi reports rise in income by 30- 40% over current income attributable to ETP. Besides, newer activities have the ability to generate 30-40% additional income over regular income. Their secondary information documents claim that over the years and by the end of 3rd year of the project, more than 50% of income in the village will be from tourism. Again, the basis of these claims is not evident.

The community in Chitrakote remarked, *"To visit the water fall people come from distant places. The implementing agency told us about the tourists coming to our village and how it can benefit us. They told us that people from outside are making money, opening shops and then tourists are spending and they are becoming richer. So the villagers should come forward and build their own shops to make money and livelihood."*

In a report on Raghurajpur, INTACH mentions that due to the ETP's revival of several crafts in the village 'the household income of the village has seen an increase from an average income of Rs 3,043 (per month) in 2002 to Rs 3,746 per month in 2006'<sup>3</sup>. There has also been a dramatic increase in the tourist inflow, from 6080 visitors in 2001 to 34,880 in 2005'<sup>4</sup>. In Raghurajpur the implementing agency claimed

3. Raghurajpur: A Case Study in Sustainable Rural Heritage Tourism, (2007), INTACH Publication, Pg 22

4. Op cite

that apart from handicraft being the main source of employment to the villagers, tourism provided alternate career opportunities related to handling the tourist facilities. The quantum here is not given and unclear what these figures mean in real terms for the economic impact.

Dhan Foundation through skill building programmes has helped income of women artisans increase and has also provided market linkage support. One of the primary producer groups (PPG) - cuisine made a turn over of Rs. 7500/- through the preparation of chettinad snacks. Another group had a turn over of Rs. 50,000/- in the production of chettinad snacks. The weaving community artisans have formed a PPG, in which the turnover of their Kandangi products is Rs. 31000/- till date.

In Hodka, the tourism activities have earned an income of 13,11,451 rupees within the tenure of one year from October 2006 to April 2007, whereas the expenses (salaries, electricity, laundry, travel and transport etc) for the period of October 06 to February 07 have been Rs 7,79,667, thus bringing in profit of nearly six lakhs to the community.

Expenses	Total (INR)
Salary (off season)	27,500
Staff Salary	2,26,600
Groceries	2,04,754
Water Tanker	1,03,400
Music	52,900
Dairy Products	42,574
Maintenance	38,037
Miscellaneous	22,030
Gas Bottles	20,976
Electricity	18,511
Telephone	10,247
Travel and Transport	7,660
Laundry	6,478
<b>TOTAL</b>	<b>7,79,667</b>

Tracking income that stays within the village and consciously trying to bring down income leaking out, Hodka, Source KMVS

Hodka also addressed the issue of leakages and backward linkages and by a careful analysis brought down dependency on products from outside the village to less than 50%. This increased the contribution that could be accessed locally.

The description below is typical of their processes:

*"There was the bill of honey, butter, milk and egg expenses. When this bill was produced the first thing asked was, are all these things not available in Hodka, why are we animal rearing people? Then it was decided that the village product will be introduced a vendor from within the village will supply the products to resort, we will call for quotations and fix the amount of the products. Then it was found that the money could be saved from the process by reducing the transportation cost. The committee became aware of the concept of income and expenditure. They become conscious of loose expenditure as they knew this will add to the expenditure list and reduce from their income".*

With exceptions of 1-2 sites, many have not had any system of collecting and analysing data related to benefits and impacts. It is critical that this data is also disaggregated in terms of income level, gender, caste, etc. in order that a true picture of developmental impacts also emerges. With this analysis, new interventions can be designed or models of broader applicability can be deduced.

#### Negative economic impacts

Negative economic impacts typically associated with tourism growth like rising land prices (which is visible in Chitrakote), struggle for resources like water, grains, dairy products and other daily consumption goods are not generally visible at the sites at present. Often the community has no idea about the negative impacts of tourism and can only see and are concerned with the economic benefits tourism can bring into their lives.

Some of the conflicts that come in are also evident. In Neemrana, a community member said, *"At present the tourists get down from the busses and enter the fort. There is no interaction between us and them. But if government takes a decision that now tourism will not be in hands of the fort people but they will be taken on the round trip of the village by us, then the benefits will come to us also. If tourists start going by carts instead of jeep, this will benefit the villagers also, as they will cross the village and they can buy goods on their way."* Speaking about competition between camel cart owners, said *"Actually the supply is more than the demand in this village so whoever is contacted goes. Often the other person lowers its price so that he gets the order instead of someone else (which is beneficial to the Fort management). This further reduces the market price of the camel cart owners. It is difficult to form a union"*.

### Socio-Cultural Impacts

A desirable social impact of the ETP has been a sense of renewed pride in local culture and traditions. Chougan is a clear example of the ETP having inculcated a sense of pride. The implementing agency National Institute for Women, Child and Youth Development (NIWCYD) in a discussion explained on the aspirations of the community, *"they wanted to become like the town people, they did not want to be like villagers. They felt pride in wearing pant and shirt rather than their traditional attire"*. While there

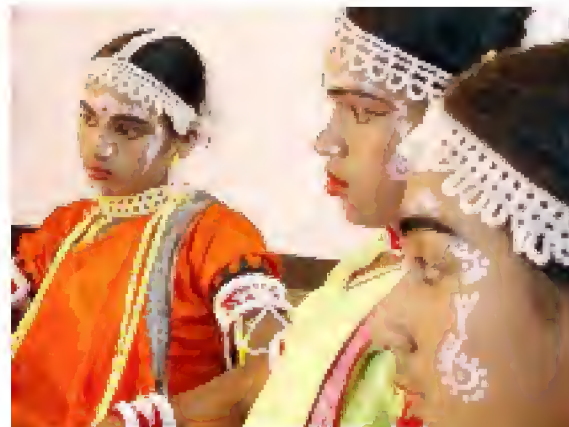
is nothing right or wrong in either stance, the community members informed the review team that with discussions on tourism's entry into their village they became active and gave suggestions and started taking pride in their culture, *"now we have realized that so many people will come to see us and our culture from far off places, then definitely we are unique and special"*, said one of the young members of VTC. The ETP has contributed to their reclaim their roots, value their culture, dress, cuisine etc. While hopeful of the potential economic prosperity now they are ready to host tourists in their houses and share their culture with the visitors.

On the one hand there was a sense of renewed pride, while on the other a fear and a guarded approach to tourism. The idea of tourists, staying with them, becoming part of their everyday lives could have an impact as these are in a certain sense 'closed spaced interactions'. In Hodka the communities were concerned about some of the implications of tourism. They clearly did not want the tourists to come to their village and stay, as the women lived in *parda*. Secondly they also felt that tourists should not be scantily dressed in shorts. Thirdly consuming alcohol was forbidden in their society and so they didn't want the visitors to come and have alcohol and expose their younger generation to this habit.

The project has also revived interest in the lost traditions and culture in the villages through creating demand for the local crafts.



Traditional welcome, Chougan



Gotipua dancers, Raghurajpur



In Raghurajpur 'Pattichitra' which is one of the oldest and most popular art forms of Orissa was facing dwindling popularity. By introducing new designs this trend is now being reversed. Revival of old dance forms (like Gotipua), music forms (folk songs and instruments) has been a contribution to this crafts village. However, a matter of concern as INTACH's fortnightly report of November 2006 alerts is that due to the infusion of Government and multinational funds to develop the village, the villagers have become complacent and dependent. While tourism is helping the revival of arts, with increasing demand there is pressure on the artisans to produce more of what will sell in the market. This leads them to shortcuts like the use of chemical dyes and fabric colours instead of the time consuming traditional colours. The report also says that the attitudes of the people of Raghurajpur have been greatly altered due to tourism development. It says, *'many, forced by the drive to make a quick buck often overprice and undercut so blatantly that the tourists often feel cheated and leave disillusioned and dissatisfied'*. Besides, there are certain villagers who, due to the demand, have taken up the art as a profession in spite of their being not being associated with it traditionally. This has led to the deterioration of the quality of the products as well. Excess of supply has also been undercutting the price and thus profits.

With tourism coming in, the risk of commodification of culture and traditions is there. One hopes that community control will avert this inevitable impact, but as of now there are no particular safeguards to avert this phenomenon, or signs of significant discussions on the issue in most sites.

In Durgapur when asked about the impacts of tourism they were hopeful of positive economic benefits, but had little idea about negative impacts. The implementing agency recognised the need for "do's and don'ts. Small children are selling goods at a cheaper rate as they are dependent on the income from it. But their education is hampered. Knowledge of the drugs and plastics coming to the village with the tourists is important.

The chapter on Equity, Empowerment, Social Justice and Development deals with how the ETP has engaged with and impacted the broader developmental questions of empowerment, equity and social justice of women and the marginalized.

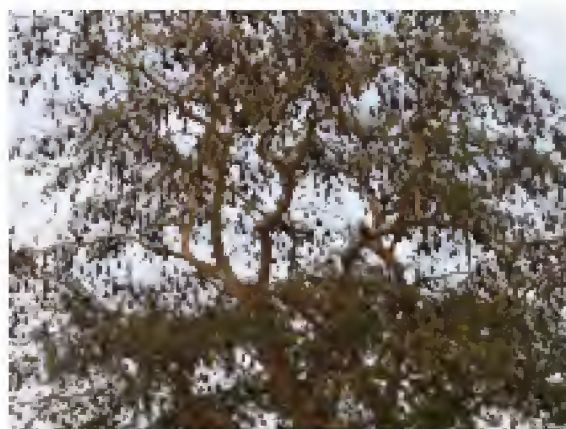
### Ecological and Environmental Impacts

One of the key impacts of the project has been the discussion and action around cleanliness, hygiene and waste management. As a result of assessing what the tourist needs, these rural communities have become more aware of the need for cleanliness and hygiene of their surroundings.

The review team was struck with the enormity of the problems of lack of sanitation, hygiene and poor waste management at most sites visited. This was particularly of crisis proportions in Neemrana, Naggar and Lachen.

The Raghunath youth club formed by INTACH in Raghurajpur consists of 25 members was motivated to clean the village lanes that were strategically located on the tourist route. The club also participated in door to door awareness campaign to educate the villagers about the cleanliness and sanitation.

Increased consumption of water, fuel and electricity linked to tourism is not yet an issue, but in some sites the pressures are beginning



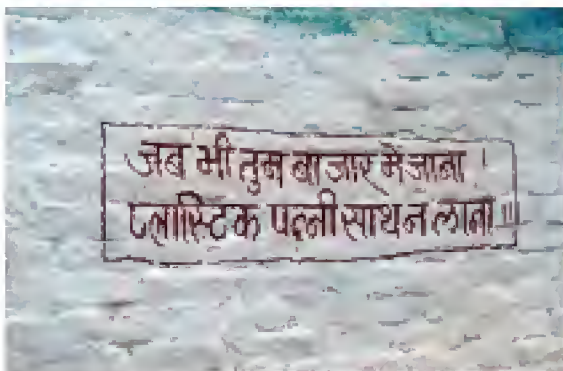
Conservation of bats by Suraksha Brigade, Chitrakote



Suraksha brigade, Chitrakote, Source Saathi



Zero waste project to start at Lachen



Many saying such as these reflect a sensitivity to environmental issues, Chougan

to be felt. Water scarce areas like Hodka and Neemrana are examples. In Neemrana the water table is falling with the two tube wells being the major source of water for the locals as well as the fort. Seeds of a conflict are being sown.

In Chitrakote the villagers said, *"Tourists are very insensitive to the surroundings and they litter a lot as well as disturb the bats sleeping during the day"*. There is an awareness regarding the conservation of the environment amongst the villagers and they have also come up with an environment protection force. They have also involved children in the awareness campaign against the litter and pollution of the area near the waterfall.

Garbage generated by the village and generated by tourism is an issue. A welcome initiative of the ETP is the collaboration with Thanal an NGO based in Trivandrum on zero waste. The 6 sites currently chosen to run pilot projects on zero-waste are Naggar, Lachen, Chougan, Nepura, Pranpur and Pochampally. While we are informed by UNDP and the implementing agencies that the Zero Waste pilot projects have been initiated at Lachen and Naggar, at the ground level the results are yet to be seen. Other sites like Chitrakote also aspire to be on that list. In Banavasi the implementing agency on its own initiative is working with Thanal.

In Lachen, the Dzumsa plans to initially conduct a mass awareness campaign on garbage management followed by a cleaning campaign in the village to clear the garbage that clogs the drains and backyards. When implementing agency talked to the villagers about garbage cleaning, they said they need to appoint some labour. *"But if they do not do themselves they'll never understand the issue of cleanliness"*, was the opinion of the implementing agency.

In Hodka they felt garbage was not a problem in the village as there is sufficient land available to either bury waste or burn it. However as part of the Charter, this will be one of the issues on which the Samiti and the village need to have greater awareness and knowledge.



In Karaikudi too they felt that waste was not a serious issue. The use of plastics and its disposal has to be strictly prohibited by the local administration. Project plans to convert solid waste into rich organic manure involving local community is necessary.

In Chitrakote, *“the young children collect the plastics; clean the place and burn all the dirt. Earlier it used to be very dirty, but now it is cleaner. We are telling the tourists to control the littering of the place here. We banned the washing of vehicles in the area and then they throw litter in the area. They play deck and a lot other instruments. We have decided to stop them from doing that. We want only the natural music to play. We are opposing the tourists to disturb the bats and litter in the area. We also tell them to protect the fishes.”*

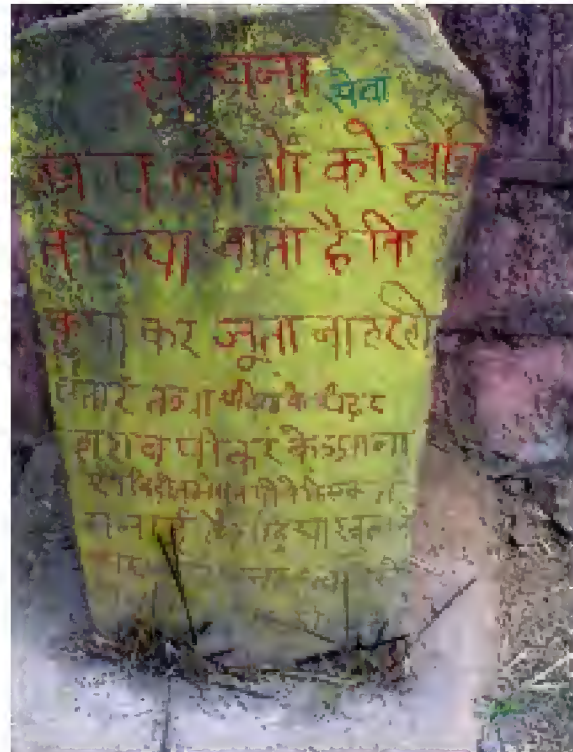
While a lot of good work has been achieved on the environmental front, the process of solid waste management lacks vision. All the waste collected is burnt which is again a source of pollution. Involvement of children and making them responsible for the cleanliness of the environment is a good endeavour. But it requires a more sustained effort for more long term and sustainable solutions.

The information that we have put across presents an early trend of thinking on current and potential tourism impacts. The community has very little awareness and knowledge on the impacts (both positive and negative) of tourism. Two reasons may explain this situation – one is that the implementing agency themselves are very new to tourism and therefore their limited understanding of tourism is what gets translated to the community. The community in turn takes in as much as they are able to relate to. Secondly, most sites may have seen tourism but have never engaged in tourism and with tourists. Unless engagement is there, the awareness too will be limited.

#### **Mechanisms to assess and mitigate tourism impacts**

All sites have been encouraged by UNDP to

develop a people's charter on sustainable tourism. As awareness on impacts is low, it is difficult for a genuine people centred charter or guidelines. However the merit in such a process is that it initiates such thinking, even if “top-down”. The community and implementing agencies at the sites have tried to engage with and develop a “Dos and Don'ts” kind of charter. In Hodka they mention scarcity of and careful use of water, no smoking in tents, no alcohol, only vegetarian food, communal tip box, etc. In Karaikudi, aspects that get mention are infrastructure



Do's and Don't sign put outside the Madhiyaji Temple, Chougan

facilities have to be developed by the panchayat, the need and the maintenance of which could be handled by the local community, usage of plastics and the disposal has to be strictly prohibited, prostitution is strictly prohibited, any form of crime against children/woman is strictly prohibited, no monument or any other heritage building could be spoiled for the purpose of any betterment of tourism attraction or any of its kind, etc.

While some thought seems to have gone into



working on these, until the community feels that they have the “authority” to effect these rules – this will remain merely on paper as the Do and Don’ts. An incident that supports this was experienced by the review team while visiting Hodka. There had been a recent death in one of the hamlets, and while it is part of the ‘package’ to have the folk singers sing every night when tourists are there, a member of the committee came up to us and explained that as a mark of respect they will be no performance. What was heartening was that the community was able to express this and not feel bogged down by the fact that ‘we were the tourists paying for the facilities’.

An interesting example comes from Chitrakote where the community members believed that if they put their code of conduct in writing then its power would be much stronger. Perhaps in their minds they have imported their closest model of authority, which is the officials in bureaucracy who exercise power and authority by putting and demanding everything in writing. What they may have missed out (maybe because it is more difficult to face) is that the exercise of evolving a charter is much less about ‘external authority’ and much more about the authority that comes from within through the articulation of one’s identity. In Chitrakote, thus, while they have prepared the charters and printed pamphlets there is no system

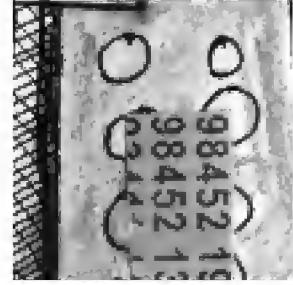
or mechanism of communicating this because they are waiting for one more external symbol of authority in the form of the interpretation centre to be set up, which “will ensure” that tourists will “comply” with the code!

It needs to be recognised that through the charter evolving process the community needs to decide what kind of tourism they want, what they allow, what they disallow, what makes them proud, what they want to offer? This has the possibility therefore of not being a mechanical exercise but a powerful process of helping them to search for and articulate their identity.

Most sites are thinking of a building / space that will work as the tourist information / interpretation centre – but this has not been conceptualised very clearly as to what will be the function of this centre will be. It would be useful to see if these centres could be spaces for local communities to present their own histories in creative and local ways. It could also be conceived as useful spaces to gather information about tourist’s profiles and have rudimentary tourism impact assessment cells running out of these collective spaces. Basic information technology based resources such computers / internet facilities could be manned by village youth for bookings etc. It could also serve collective village needs and not only serve tourism.



## 4 - Equity, Empowerment, Social Justice And Development



This chapter locates the ETP in the context of its development objectives. It examines the extent to which the project has addressed issues of social justice and equity, community participation & engagement, and the ability of the community to create convergence with other development efforts. It explores the extent to which the communities were able to engage and stake claim to ownership of the project. It also examines the issues of conflicts and tensions that arise, in the course of living in a rural context and working for change in existing power structures, as well as in the context of the conflicts and tensions that arise from the implementation of the project itself.

The ETP is a complex project and in many ways a paradigm shift from how tourism projects in the past were conceptualised and implemented in the country. It therefore became imperative that a project of this nature was clearly understood at each level and that all stakeholders shared a common vision and understanding of the project.

The project involved a number of stakeholders – MoT, UNDP, Panchayats, District Administrations, NGOs, community members and to some extent the private sector. During the course of the project, several resource persons were also brought into the project to help the implementing agencies and community in implementation.

It was observed in discussions with the various stakeholders that the situation at most sites was similar to the metaphor of the elephant and the 4 blind men. While everyone had understood part of the project and what it was aiming to achieve, very few held the complete vision and

approach to the ETP. Kabir Vajpeyi, a member of the empanelled architects said, *“We believe that the larger vision of the whole project has not been understood properly by all the stakeholders. We understand this as a livelihood project but the DC or any other in the hierarchy may still look at it as commercial tourism project. We can see the manifestation of it on field. This, in fact, is a project that should ensure that this vision should not only be communicated but also retained. The roles and strategies might differ but the vision should be the same, this is the point where the problems arise. We cannot have UNDP and MoT going in different directions and implementing agency going in yet another direction”*.

According to Prema Gera, Head, Poverty Unit, *“UNDP got into this tourism program for poverty reduction and community empowerment. We looked into the program from the point of view as to whether the processes are able to empower community and help in poverty reduction. Women are specially focused on. We are looking at the poorer among the women too. Ministry of Tourism is interested in tourism whereas UNDP has a different approach”*.

There has also been a difficulty faced by the communities and the implementing agencies to comprehend this project as tourism - an area new to most of them. The understanding on the project at the level of UNDP and MoT reduces at the level of the implementing agencies and is further reduced at the level of the community. The awareness of the village communities at most of the sites was largely circumscribed by the knowledge imparted to them by the imple-

menting agency. The greater the clarity of the implementing agency, the better was the knowledge level of the communities. However at most sites the communities often held a very limited and piece-meal understanding of the project. At many sites, when we asked whom the project was for, a response that often came was that 'the project is for the tourists'. While a tourism project is definitely for tourists, it seems as if the idea that this was primarily for the development of the communities themselves was not articulated or they chose not to articulate this aspect.

A key stakeholder in this process has been the DC, who is the link between MoT, UNDP and the implementing agencies. However with the frequent transfers of the DC, the continuity is often broken, and it was not always possible to convey the essence of the project to every one. To overcome this problem, MoT and UNDP produced a film that was then used as a tool to convey the project's aims, objectives, and processes.

It has been increasingly acknowledged in development planning that macro economic growth is no guarantee of human development. The need for public policy to specifically address strategies for elimination of human poverty and inequalities remain significant challenges. It was recognized that greater accountability of public policy implementation bodies, gender equality, capacity building to ensure greater decentralization and empowerment of marginalized groups were key to these objectives.

The ETP is essentially conceived as a means to rural development. In the backdrop of increasing rural crisis, providing social and economic justice to the vast segments of the masses who have been persistently deprived of livelihood, basic services like health and education, remains our country's greatest challenge. That the ETP aims at empowerment of disadvantaged sections of the community and therefore stands for social transformation and not mere social change is important to note. Thus the project should consciously attempt to involve women, youth and other weaker sections, especially Sched-

uled Tribes (ST) and Scheduled Castes (SC), and the project's success should be assessed not only by the benefit they have been able to derive out of it, but also by the extent of their participation in the decision making processes. Since the ETP 'recognizes the role of women in civil society and the primacy of human development...' (Rural Tourism in India: 2006) the programmes under capacity building and infrastructure development are to be devised in such a manner that they also aim at addressing social inequality and patriarchy. Unfortunately, the ETP in most sites the review team visited could not address this goal in significant ways (notwithstanding this being an extremely challenging goal which a tourism project alone is not expected to ensure).

ETP is not an isolated effort for the promotion of rural tourism- it is linked to the mainstream tourism industry. Each of the ETP sites is dependent to a greater or lesser extent on the existing flow of tourists either to or near it. However, it goes beyond the use of available resources and proposes to create new resources, especially human, in terms of the enrichment of arts and crafts. Thus, on the one hand, it aims at sharing benefits using existing resources, and on the other, looks to create new resources and new social and institutional arrangements. It is, therefore, not confined to benefit sharing within the existing power structure of the village or the region but attempts to create new power relations. If however it chooses to surrender to the existing status quo power structure, the ETP inputs, both funds and skill, will benefit the mainstream tourism rather than the endogenous one. The benefit will not trickle down automatically to the disadvantaged sections of the village. The stakeholders approach the project from different positions, different stakes and agenda. Furthermore the sites exhibit immense cultural diversity. However the issue of human development should not suffer on that score.

Interacting with the various stakeholders the impression that the review team got is that the ETP was still in the formative stage on this aspect. The sites are at different stages of unfulfilled dreams but none of them have really taken



off in the true sense of meeting the twin project objectives of tourism and development. There is a long way to go in learning and unlearning before something tangible appears in terms of the goal of social transformation and economic opportunities. The only silver lining is that the ETP has been able to kindle the fire of imagination and expectations of the people and initiated a process of breaking the social status quo, which is no mean achievement. How much “trade off” can and should happen between “a successful tourism project” and “commitment to social justice and development” is a dilemma at every level of the project – right from the top at the MoT and UNDP level up to the implementing agencies and communities.

### **Social Justice and Equity**

Social justice seems to lie at the core of the objective of the ETP. The objective of the livelihood promotion and human development of the rural community, especially the disadvantaged, women and youth, makes the project focus on what is their ‘own’, i.e., their skill in traditional arts and crafts, their cultural heritage, community or private land, natural resources (flora and fauna) and environment of the area. The attempt to promote what is their ‘own’ obviously leads the project to address what is their ‘due’, i.e., their right to the wealth generated by tourism in the given locale and the right to decision making about its creation and equitable distribution, on the one hand, and the right to protect and preserve what is their ‘own’, on the other. Thus the progress of the project can be seen in terms of the achievement of both attributive and distributive justice.

In a project of this nature the dilemma always exists about the extent to which it can really address, challenge and transform deep rooted social inequities. However, it is important to keep in mind what were the potential opportunities that the ETP offered to address social justice issues particularly caste and gender discrimination and empowering marginalized sections, and the extent to which they were utilized or abdicated.

An aspect that can be seen across the country and in other projects too, is the absence of a critical analysis of the community and segregating it in terms of poverty. Poverty is seen as homogenous, but it is a fact that there are some people in each community who barely manage to break even with consumption and production. For them to have a choice of livelihood options, the opportunities are few. It was not uncommon to see funds, institutional arrangements, designed to benefit the poor being passed on to the not so poor.

An analysis of who have not been involved and why, would highlight these exclusions and disparities. For example we met the SC group in Naggar who have had a few youth participate in the dance group. They are visibly from the poorer sections and are also treated in a discriminatory manner (during a meeting they were asked to sit away and served food separately). We also were told about the strong resistance by the men towards the participation of women in Hodka. Though, a small group is involved in the plastering and designing on the walls of the resort, women, largely have been denied access to any decision making body. Though its noteworthy how KMVS, the implementing agency has tried reaching out to women to keep them informed (example showing them video clipings of the pashu mela/ animal fair, getting their suggestions for the charter), it still has a long way to go.

We examine some of the indicators of social justice and equity by examining in more detail aspects of empowerment of women, children and youth. In the section on economic impacts of tourism we have attempted to bring in the dimensions of social justice and equity by focusing on who gained economically and how the gains were distributed. In the chapter on capacity building, we have looked at the training women have been involved in.

Generally, tourism helps the tourists to experience the cultural diversity of our country. However, ETP, especially, has an immense potential of opening up an opportunity for the

tourist to feel the deeper spirit and finer notes of the harmony of our culture. Every success story under the ETP cannot be called complete unless it successfully promotes closer mutual ties and respect among the hosts and the guest as well.

### Empowerment of Women

The Project Document of the ETP has placed a clear emphasis on the issue of empowerment of women. According to Prema Gera, Head, Poverty Unit, *“UNDP got into this tourism program for poverty reduction and community empowerment, to see whether the processes can empower community, women become a very strong element. Community can involve many, but we are looking at the poorer amongst those, the marginalized and also women”*. UNDP has been emphasizing that at least half the participants in the capacity building activities and decision making bodies promoted should be women.

The strongest representations of women in decision making bodies were in the tribal community of Chitrakote, Chougan and in Karaikudi. Women had average representation at two places (Banavasi and Naggar), while it was completely male dominated at Raghurajpur, Hodka and Lachen. In some sites such as Neemrana and Durgapur we cannot assess this as yet, as the project is still in its formative stages at these two sites.

In Raghurajpur, for instance, the Raghurajpur Heritage & Tourism Committee (RHTC - village tourism committee) is completely devoid of women. When the Sub-committees were formed, women were not even consulted. They were conspicuously absent in all the sub committees except for one, the sanitation committee! Despite the presence of a women's group in the village it is not represented in the RHTC. The sub-committees were formed in the presence of all villagers, as informed by INTACH. This has happened despite the fact that women contribute equally in the production of the crafts, the main and only source of livelihood to many in the village. The women do all the labour intensive ground work and men are said to have the skills

to do the finer part of the craft making. But actually women are no less creative in their artistic excellence. However, no convincing answer was found as to why the women were kept out the decision-making process and why INTACH as the implementing agency did not facilitate the process and remained silent about it.

In Banavasi, the women of the SHG complain that they are not represented in the Village Tourism Committee. They appreciate the role of BAIF, the NGO partner, and the VGPAS in organizing the Pineapple mela and for printing a booklet on the recipe of pineapple-based dishes. The mela helped them to earn some money. In the VGPAS (the village tourism committee) there are only 3 women in the Board of Directors consisting of 13 members. These women are from the elite families of the village.

In Naggar, the VTC's bias towards upper caste women does not go unnoticed. As the community was asked to choose 3 members from each ward, they have invariably chosen people from the more affluent families believing they would be in a better position to represent and understand the implementation of the project. Here the implementing agency had an opportunity to intervene and involve members of the community who otherwise would not have had a chance in a “regular tourism project”, but they let that pass.



Homestay, Naggar

Hodka, despite being a successful ETP, presents a bleak situation in the area of women's participation. The Shaam-e-Sarhad management is completely male. The Hodka Paryatan Samiti (the village tourism committee) is reported to have 3-4 women members initially. But they left soon after because of the social taboo on women. This is more acute among the Muslim women. In the SC hamlet, the only Hindu hamlet of the village, the women enjoy freedom to a relatively larger extent, but are still not liberal enough to be part of the committee.

Neemrana is yet to organize itself for the running of the ETP there. The implementing agency is conscious about the necessity of women's empowerment but things have not yet moved in that direction.

In Chitrakote, however, one can see a completely different picture. Here women are in the position of leadership in the implementation of the ETP. A conscious effort has been made to involve all sections of the village in the consti-

tution and functioning of the VTC. Special care is taken to mobilize and empower women. The Committee has 29 members, 11 female and 18 male, under the chairmanship of the sarpanch of the village, Butki Bai. She belongs to the Maria Gond community, the largest tribal group of the village. Through the course of this project because of the many instances she has had to deal with, she has come to become a strong and determined person.

Interesting, but not surprising was the view of one of the men in Chougan about the participation of women! *"Women are very busy with daily work, household work and the agricultural activities – they do not get much time to participate in these activities. They spend several hours in bringing the water for the daily use from the outskirts of the village. Besides they have to go in the forests for the collection of wood to cook. They are busy for eight months in agricultural activities and they collect in the four months of summer 'tendu leaf' (beetle) and mahua. They extract the oil from the flower of the mahua, they have to take care of the elders and the children of the house too, thus they hardly have any time left for the VTC membership"*. Notwithstanding this understanding, the implementing agency has ensured women are active participants of the ETP in Chougan. They are found to be well organized under different sub-committees and contribute in the income-generating programmes.

In Durgapur the participation of women in training programmes was well registered. Since the programmes have not yet started making income, the empowerment of women is yet to be seen in tangible economic terms.

In Lachen, the presence of women in decision making structures and processes with regard to the ETP is completely missing. Here the Dzumsa, the implementing agency and also the local self governing institution is in control of the implementation of the project. To create a parallel structure like in the case of all other sites is not an option here as it would be for them the undermining of the power and control of the Dzumsa.



Rama ben, along with other women are responsible for the entire lipan work at the resort Shaam-e-Sarhad



Also within the Dzumsa structure, the participation and decision making of women is low.

In Karaikudi, while the project worked with a majority of women artisans, the idea of women's empowerment focused on economic empowerment. *"Kalanjiam community banking programme would work with these crafts people and would ensure their empowerment and would find the means for increased earning capacity. The women would be provided necessary skill building programme for sustainable livelihood"*.

In these various examples of women's participation in decision making we have examined the role exercised by women in the apex tourism body constituted in the village. This is not to underestimate that the decision making is at various levels. While it is critical that the participation of women must be ensured, the process adopted to engage with them must also be given time as what is essentially happening is the challenge to social structures. This is often a slow process.

Participation and engagement of women should also be ensured in the key spaces of the ETP in relation to capacity building programmes. While enhancing and working on the skills that women have it is also important to attempt to move away from the stereotyping the areas of women's participation and creating a space for new challenges. A very hopeful example of this is Neemrana where women have been trained as guides.

The Project Document has delineated a clear set of steps to design into the project, capacity building on gender sensitivity, clear indicators for empowerment and impact assessment on mainstreaming gender. Given the central importance that this issue is given in the original agreement between the GoI-MoT & UNDP, it seems that the efforts to architect the gender mainstreaming aspect are feeble. Further it must be recognized that if this aspect were indeed critical, then the pace and results of the project may have to be conceived differently.

### Children and Youth

Only a couple of ETP sites have involved children and youth in the project. A good example is found in Chitrakote. The children have been organised into an "eco-policing/ brigade". They have been exposed to issues of garbage and what they could do to prevent the tourists from disturbing the ecology. For example, there is a huge tree, nested by large number of bats. Often, out of perverted curiosity, the tourist would disturb them. When the bats fly out, they fill the sky and it is quite a sight. But this behaviour is a threat to their habitation and will have adverse impact if not checked. The children tell the tourist about this and dissuade them from such actions. The members of the VTC especially the youth (*suraksha brigade*) are now taking special care to protect the wildlife of the spot.

In Raghurajpur, however, violation of the child's rights to education is quite striking. Traditionally the artisan families involve all their members, including the children, in the production process. The children start learning the art from a very tender age. But this cannot be the grounds to deprive them of their fundamental rights to education and leisure. Most of the children in Raghurajpur have not received education beyond the primary level. When asked, the reason given was the absence of a secondary school in the village. But on enquiry it was found that there was one in a nearby village. While understanding that to ensure the rights of a child was not the main objective of the ETP, the opportunity to debate this and initiate a dialogue with the community was definitely within the purview of the project. Organisations that could influence such as INTACH, UNDP and MoT do not seem to have taken a position on this and there was no evidence of debates with the community to influence thinking and change.

In terms of capacity building the youth seem involved mostly in guide training. In Chougan the cultural group is comprised mostly of children. It was difficult to judge in what spaces the youth have been involved in. It would be important for such projects to more consciously design

interventions with youth as migration, employment are issues that impact them significantly. Also they are an important section as giving them awareness and training in tourism will be of value, as they are the future, and a vision for the village lies in their hands.

#### **Ownership of the tourism project – Community Engagement**

In understanding the factors that lead to local community members having a sense of ownership about the project, the review team considered to what extent community members cared about and were committed to its success. The team also looked at their participation and involvement in activities and roles linked to the project.

The feeling of ownership among the community is very important for any of the rural tourism ventures to be successful. The feeling that the project was for them and they are the focus is missing in the community at the most of the sites. Prof Raju, advisor to the project on Institution building elaborated on this *“the real question is about making them feel they own this, and for them to nurture it. The way the implementing agencies have approached it in some places does not help communities feel that way, it actually alienates them from the project. Financial involvement is a powerful way by which you can make the community feel a sense of ownership. Funds are coming from outside, is the village asked to put up something. Not in the beginning perhaps, but is there a scheme to also put in some of their own funds? Money which comes from outside and is not their own also gets wasted away and if there is corruption, people do not make a big fuss about it. Whereas if local money is raised, even if it is from the poor and a small amount, it is big money for them. When this is done, they will start voicing their concerns, they will act as a vigilant body.”*

Chitrakote presents a successful effort in mobilizing and motivating the majority of the community to take ownership of the site. The process that led to the formation of the VTC addressed the issue of social justice with

determination and sincerity. The members of the software-implementing agency, Saathi, have played a key role in ensuring participation of the powerless majority of the community. A conscious effort has been made to involve all sections of the village in the constitution and functioning of the VTC. The sarpanch of the village, Butki Bai expressed her determination to fight to the last for the success of the ETP, even if that cost her position of the sarpanch. Along with her, there is a large group of tribal women organized under the SHGs and several sub-committees. These women are taking the project forward despite the infrastructure work being in jeopardy.

Before the formation of the VTC, the water fall and its surroundings were an open access area. The Eco-police of the VTC took the responsibility of keeping the area clean. At times pamphlets are being distributed among the tourists to cooperate. The members of the VTC especially the youth (*suraksha brigade*) are now taking special care to protect the wildlife of the spot. As a result of that the bats (fruit eating flying foxes) have not only come back to the trees around the fall but also proliferated. Similarly the population of the Blue Rock Pigeons and snakes like the Banded and Common Krait, Green Pit Viper and Python have multiplied owing



Members of the Suraksha Brigade, Chitrakote

to the protective measures taken by the VTC. The sense of regaining the ownership of the river helped the traditional fisher folk, the *kurukhs*, to increase their income. Before the formation of the VTC, outsiders used to poison the water body at the bottom of the fall to get a large catch of fish in one go. Now that has been successfully stopped, which has helped the growth of fish and other species in the lake.

In Chougan also one can see the enthusiasm of the people to make the ETP a success. Despite the failure of infrastructure development they have been able to make use of the capacity building training to its fullest extent to create and expand livelihood options like lantana craft and honey collection.

NIWCYD, the implementing agency in Chougan, seems to have understood the objective of the project holistically. The democratic means adopted for the formation of the VTC have already started paying dividends. The people are well organized and motivated to make maximum benefit of the project. The participation of women in the VTC as well as in the sub-committees is commendable.

A number of sub-committees have been formed and required trainings for skill formation have been given. The result has been extremely good. Out of 1300 odd population of the village 300 – 400 persons are claimed by the members of the VTC to have been receiving direct benefit out of the project. The success of the lantana craft is praiseworthy. The VTC members are very optimistic about creating enough job opportunities in future through tourism to stop tree felling and out migration completely.

The formation of the farmers group (*krishak samooch* of 80-90 people) and the training provided to the members is another remarkable achievement of the project. Tribal people are not typical farmers and they have also very small landholdings. Under the ETP they were motivated successfully to use organic manure and increase their production of food that would also have a value for the tourists. Besides,

*Kaashtha Shilp Samooch* (Wood carvers group), *Vaidh Samooch* (practitioners of traditional medicine) and guide group have also been trained and supported. Home stay, cuisine and honey collection have been gradually proved to be profitable ventures.

VTC has involved both the Panda Gonds and the Baigas, who hold the highest and lowest positions in the social hierarchy respectively. The former considered to be “cleanest” among all is entrusted with food and cuisine training has been given to them. The latter have been encouraged to expand their traditional practice of honey collection from the forests. Previously they used to take the whole beehive out to extract the honey and thereby destroy its chance of renewal. The Baigas now have been trained to take only a part of it out and leave the rest for regeneration. They have also been provided tools to maintain hygiene in the process of honey collection. Notwithstanding the social hierarchy stereotypes that have been perpetuated, there is at least an element of inclusiveness.

Hodka has also been able to involve many sections of the society. Three years ago they had little interest in tourism. The community is gaining interest in the resort and village-based tourism. KMVS informs ‘*the Hodka Paryatan Samiti personally invested in this activity as a joint-business venture – which reveals their personal commitment to promoting their resort, village and culture*’.

Hodka Paryatan Samiti (Hodka Tourism Committee) was formed by the Hodka Gram Panchayat with equal representation of 2 persons from each of the 12 wards (hamlets). Sham-e-Sharhad has emerged as a good example of social capital of the community besides a successful business venture. It has started generating substantial income and providing employment to the community members. The people of the village with the help of the Hunarshala, a Bhuj based group of architects, constructed the resort. They now maintain it by themselves though still needs the support of the implementing agency for marketing and promotion. While



their inability to involve the women in a range of roles in project implementation remains a drawback, the strong social norms do not change in a hurry.

Karaikudi represents the dilemma that a successful tourism project may not always be a tourism project that is able to meet social justice objectives equally successfully. The village of Kanadukattan being at the heart of the Chettinad received all the attention of the government. Already Rs.2.75 crore has been spent for the infrastructural development (as reported by the Dhan Foundation members). The hardware money of the ETP has also been spent here. But this huge spending has not really helped the communities of the marginalized and the poor. It has benefited the business community. Good roads, the park around the temple, the car shades and the toilet (which is kept under lock and key) have certainly added value to the place as a tourist spot. But absence of a space of interaction between the community and the tourist defeats the community benefit objective. The owners of the Chettiar Mansion in Kanadukattan and the Bangala in Karaikudi earn a lot by providing "home stay" facilities and traditional food to the tourists, especially foreign tourists. The shop owners provide the raw materials to the artisans and pay nominally for the finished products. Women weavers in particular get a raw deal and receive very poor compensation for their labour and skill.

Since 2005, when Dhan Foundation began implementing the project in Karaikudi, it has done commendable work in mobilization and skill formation among the artisans and women. This has just started paying dividends in terms of income augmentation. However, it is difficult to estimate the exact benefit derived under the ETP since Dhan has integrated this with its other ongoing projects in the area. Take for example the income generation under the project. Dhan's claim of the revenue generation from ETP alone seems unrealistic. Secondly, while presenting income it mixes up turnover and profit. Dhan adopted a policy of promoting micro finance as

an entry point and formed a large number of SHGs or Kallanjam as they call it. But it is found that the members do not take loan for business or asset creation, which should have been the goal. Loans are mostly taken for debt redemption, health and to meet social obligations. Education is rarely the reason for taking credit.

Ideologically Dhan seems to be committed and effective in working towards social change but its willingness to work for social transformation is not as evident. Thus issues of caste hierarchy and the caste exploitation do not feature significantly on their agenda. Through the ETP it certainly focused on women but how far has it been able to include the men and women of the excluded communities into its process of social change is not very clear. The VTC is comprised of all the stakeholders irrespective of caste and class backgrounds. It is quite likely that in such a context those who are the real gainers of tourism would try to dominate the scene as soon as, or even before Dhan withdraws from the project, unless the social transformation agenda is also privileged and stabilized.

The ETP in Raghurajpur received an opportunity more by default (as they were first given infrastructure development and then much later given capacity building) of having both infrastructure development and capacity building under the responsibility of the same implementing agency, INTACH. INTACH to a large extent had a free hand to design the project in tune with the objectives. Everything is in place- the training of the artisans has been done, and the construction of the amphitheatre, the information centre and the tourist lodge cum restaurant is complete. The VTC is in the process of being registered. But what is missing is the sense of ownership among the community. This has been has been a mechanical implementation of the project not a creative one, as INTACH pursued a top down approach and rarely consulted or collaborated with the local community on their needs, preferences or inputs on design, based on their skills. As a result the community of craftsmen and women

is still bonded under the yoke of the middlemen. The artisans have not been able to make their direct presence in the flourishing tourist market of Puri. In the olden days a pilgrim's journey was not considered complete unless a red stick of Puri and a *patachitra* from Raghurajpur were purchased. But now for lack of information the tour operators take the tourists to another village claiming it to be Raghurajpur. No effort is in evidence towards women's empowerment and participation.

The case of Neemrana also presents a dismal picture. The implementing agency, Sohard's efforts towards helping women and the artisan castes develop ownership of the project have not amounted to much. Three years have passed since the training in skill formation and awareness building programmes started taking place but have not seen any result in terms of income to these people. Presently, the project is hanging on enormous uncertainties. Nobody actually owns the project at the moment. Everybody has complaints against the others who are involved in it.

In our discussions with community members, the women of the SHGs, the camel cart owners, the metal smiths, the potters all blame the three power centres, the district administration, the management of the Neemrana Fort Place and the sarpanch of the village for the utter failure of the project. They feel cheated because the time they spent and the consequent wage loss that they suffered with the hope of income augmentation for the family has yielded no results so far. Some of them admit that the training that they received is forgotten. However, they point out that by the turn of events the Fort Palace has ultimately emerged as the real beneficiary of the half-baked project.

The ETP at Durgapur is still in its infancy. The village community has gone through ups and downs of owning the project due to internal conflicts and tensions. The implementing agency NEST feels that the break in the project of 6 months which was a result of a fight that broke out between the elite of the community and

the implementing agency turned out to be a blessing in disguise. This made the community realize that the project may slip out of their hands completely. Because of this fear the elite group was sidelined by the poorer sections of the community. The marginalized groups got together and within the 6 months the elders of the community visited the office of the implementing agency to formally apologize. This episode has in a way built a sense of higher ownership than before.

Banavasi seems like a successful effort of engaging with tourism. However if one is to understand it through the lens of social justice issues and power structures then it is important to delve deeper and understand the project institutions and structures from that perspective. The temple committee which is mainly upper caste and consisting of the Panchayat elites and the business men of the village have clearly dominated the VTC. The tourist lodge cum information centre on which most of the infrastructure money was spent has been built on temple land with the full knowledge that it is not possible to transfer the ownership of the land to the VGPAS. The understanding was that the Chairman of the temple committee would be President of the Maintenance Committee. 50% of the income would go to the VGPAS, the temple committee would receive the rest. This is the highest ratio of benefit sharing of this nature in any site of the ETP and its social justice angle needs to be explored. The VGPAS called for a tender and a firm belonging to the relative of a businessman member of the VGPAS was awarded the responsibility of the construction. The construction started in May 2006 and was completed in January 2007. Both materials and labour was brought from outside the village. Thus there was no participation of the local people.

BAIF coming in as the NGO partner of the project was resented by an aspiring local NGO. This, along with village politics, resulted in it not succeeding fully in receiving popular acceptance and ending up with a bias towards the powerful sections. One folk artist flatly denied

any knowledge of the project although he was taken to Delhi Haat on an exposure trip and Rs.1000 was paid to him as honorarium. The bamboo craft women expressed their ignorance about the project.

Naggar is still struggling with ownership by the wider community. The VTC presents clear upper caste domination in its membership. In a village, which is ridden with severe caste hierarchy and where upper castes openly practice untouchability, the 'lofty ideals' of the ETP are not easy to accept.

As members of the SC community in Naggar described, *"they do not allow us in the temple. Then they say get together and work. They practice discrimination and untouchability and then think we all can work together. There was a meeting in a hotel, our views and ideas were heard and when the time came for eating then they packed the food and gave it to us. We did not eat the food that day and since then we do not go to attend the meeting. If development is taking place, then it is for all"*.

The introduction of the ETP which could have been used to challenge the social structure has simply not done so. The Society for Advancement of Village Economy (SAVE), the NGO partner in Naggar, apolitically tries to involve everybody in the project without disturbing the caste hierarchy. The village consists of three major castes, the Brahmins, the Thakurs and the SC's. While the first two have received subsidies for organizing home stay and support to weavers for visiting exhibitions like the Delhi Haat, the SC community received training in mobilizing traditional Nati dance groups. It is also important to explore this from the class and equity angle as to why an equal amount was agreed to be paid to all without consideration of the person's ability to make such an investment. A project such as the ETP should be willing to make its norms that favour equity and have a clear bias towards the poor.

### **Social tensions and conflicts**

In implementing a project of this nature which is

essentially a social and economic intervention, several conflicts are likely to surface. Some not inherent particularly to a tourism project, but simmering or underlying conflicts and tensions which exist anyway, and come to the fore when a project like this is introduced. Others could be attributed particularly to the challenges of status quo or social orders or existing power structures that the project deliberately introduces as part of its agenda of social change and the resultant forces that are then unleashed.

Even though a lot of thought has gone into conceptualising this project by MoT and UNDP, what seems to be underestimated is the power of structural inequities in rural society. No development activity, supported from the outside, can avoid conflict. Anything that even attempts to empower the poor, through simple skills and exposure, are perceived as threats, since power gained by the poor is deference lost by the rich.

There are conflicting situations every where, some more apparent and visible and some others in the form of simmering discontent. In Chitrakote the physical structure of shops was brought down as a result of conflict. In Chougan the construction is on land which is owned by someone who has not been compensated and there is no documentation. In Neemrana, work was stopped by the Fort management when the road required land. In Banavasi the arrangement amongst the committees is unclear. In Karaikudi the existing home stays are in potential conflict with the community group and DHAN. In Raghurajpur the institution is not yet registered as the community is divided on the features of the byelaws and there is ambiguity on how they would function. We focus on the conflicts that emerge as a consequence of the creation of new power centres in the form of new institutions under the ETP.

In Chitrakote the process of social transformation initiated by the formation of the VTC and





Physical structure of shops brought down as a result of conflict

series of awareness building and skill formation meetings and workshops caused the emergence of a situation of conflict within the community. Execution of the 'right to own' stirred a hornet's nest at the village and the administrative levels. *"Initially everybody was interested in the project. But the trouble started the moment the money started coming"*, said the members of the software implementing agency, Saathi. The MLA sent a word for a hefty donation, to his political party which was refused. There was a system of collecting vehicle fees from the tourists by the Panchayat. The Deputy Sarpanch, was entrusted with the collection. On report of embezzlement of the money the Panchayat stopped the collection. The VTC started collecting nominal entry fee from the tourists in consultation with the block level administration. On the face of a strong opposition put up by the one section the administration asked the VTC to discontinue it soon after

it was started. The major conflict emerged on the issue of the construction of shops near the ghumar, the waterfall site, by the VTC, exclusively for its women members. The objective was to sell handicrafts and food to the tourists and thereby promote the products of the craftsmen and women trained under the project and local cuisine also promoted under it. The panchyat and the local administration jointly decided to provide 5 acres of Najul land (government land) out of an 11-acre plot where the annual local festival takes place. It also started building shops near the waterfall on the government (najul) land. All vested interest groups came together and demolished the nearly completed beautiful structures on the 30th October 2007. This blatant hooliganism was in the presence of the police men sent to the spot by the local administration 'to keep law and order under control'. Till date no action has been taken by the administration against

the offenders for destroying public property despite being informed by the VTC. Even the Panchayat Secretary, belonging to the upper caste Dhakar community, conspired against the people and did not write down the resolution of the Panchayat for the construction in the register of the Panchayat.

The people who are involved in opposing the project for different reasons have a common ground of accusing the VTC of dividing the otherwise peaceful village community. Even the spokesperson of the Chhattisgarh Tourism Board raised his finger against the Saathi members engaged in the implementation of the project. These members of Saathi are accused of stopping tourists from going to the tourists lodges constructed by the Tourism Board, and instead sending them to the tents at the bottom of the waterfall. Chhattisgarh Tourism Board's ire with the Saathi is understandable. Saathi members do not subscribe in principle to the huge concrete structure the Tourism Board is building up right on the side bank of the fall with a manicured garden with exotic species of trees and plants. It also registered its grievance on the demolition of the cottage of the legendary anthropologist Verrier Elwin, who was honoured with Padma Bhushan by the President of India in 1961. The administrators find in it not just a potential competitor but a moral watch dog!

In Neemrana the process adopted for the formation of the VTC is questioned by the Sarpanch. He blames the implementing agency, SOHARD for not taking the Gram Panchayat into confidence. He also questions the method of choosing the head of each of the groups of the stakeholders and beneficiaries who are allegedly handpicked. Thus the VTC formed with these heads cannot be called a democratically formed body. The Sarpanch's allegation cannot be completely ignored though he has his own agenda in making it loud and clear. As the common villagers, especially the weaker sections and women do not participate in

the Gram Panchayat, it is largely controlled by the Sarpanch who is socially and economically a powerful person. It is alleged that he was very involved in the capacity building activities in the beginning but with the motive of establishing control over it. It is believed that his failure to do so is the real cause of his opposition. Whatever the case the net result is that the VTC is isolated from the Gram Panchayat.

In Durgapur, the DC constituted a committee for the construction work under the infrastructure development part of the ETP by forming a group of wealthy and powerful people of the village to be part of the committee. It was a small committee with no woman representation. The work started much before the capacity building programme saw the light of the day. The construction committee members turned out to be corrupt and highhanded. They preferred the RCC construction. The common villagers could not oppose this because the DC supported the committee. But the situation changed with the entry of the NGO partner NEST in the village for the mobilization of the people under the capacity building programme. Voice was raised against the functioning and plan of the Construction Committee. The new DC agreed to dissolve the committee and reconstitute it democratically. The meeting called for this purpose turned out to be a nasty battleground between the members of the committee and the common villagers. NEST members were mishandled and one of them was badly assaulted by a member of the committee. However, the new committee was formed and the construction work was stopped under the instruction of the MoT and UNDP.

In Karaikudi while every effort is made to keep all sections in harmony without rocking the boat, one wonders how long this can continue. As a community member observed *"Conflict will emerge at a later point when the community becomes powerful enough to challenge the rich upper castes"*. At the moment they are miniscule in front of the elites so there is no issue of conflict. There is a possibility, once

the domestic tourist comes and wants to have Chettinad food, they are forced to go to these big mansions and pay 500/- per person. Once the hospitality groups are ready to serve the tourists then the mighty Chettinad owners may feel a bit threatened. Home stays will also challenge the monopoly of the mansion owners.

The success of the ETP, therefore, depends largely on challenging the present system of participation in the decision making process of the village by redefining (or even questioning) the roles of the different stakeholders including the District Administration. A review of the implementing agencies, such as, the district administration, the NGO and the village tourism development committee, is crucial in the context of the delivery of the social justice. Synergy among them may not necessarily be a positive indicator. Any process of social change is bound to upset the existing power structure and conflicts are its natural outcome. The success of the ETP on this front depends on the mechanism adopted or supported by the implementing agencies for their resolution.





# Institution Building



## 5 - Institution Building



This section on institution building focuses on the concept, the processes involved, the structures and legal frameworks adopted, role & responsibility, rules & regulations and addressing the future sustainability of these institutions.

Initially the ETP had two key components – infrastructure development and capacity building. The focus on institution building came later when issues came up of how synergies could be created between the two and in relation to the management of tourism in the future. The process of institution building was introduced to the project in 2006 through a workshop. Implementing agencies have been encouraged to build institutions as a strategy for future sustainability. An institution is a body of the people held together by an idea or a purpose that works for their best interests. The people feel an urge for such an institution when they find that the existing ones cannot serve their purpose. It is debatable if the function of the VTC can be held by existing institutions, such as, the Panchayat or the traditional village council.

### Processes involved in institution building

Prof Raju, advisor to the project on Institution building explains, *“To setup norms and evolve a common vision, to ensure they work in tandem with one another and in alignment with an over arching purpose is an institution building challenge. It involves a lot of consultations with the stakeholders to identify the key participants and opinion leaders and facilitate the work towards a common vision. Understanding of formal and informal ways of work together towards a common purpose that is beneficial for everyone forms the stable basis for Institution building”*.

### Formation of the Village Tourism Committees

All sites have attempted building an apex body – the Village Tourism Committee (VTC) that will take over once the implementing agencies exit from the place except Lachen, where the project has been implemented by the Dzumsa, the local self-governing institution. Also apart from the apex body, the implementing agencies have endeavoured to form sub-committees that will sustain the tourism activity.

There have been two different approaches to the formation of the Village Tourism Committee. One, the membership of the VTC should be confined to the people who are so far excluded from or exploited under the existing tourism industry, namely, the artisans, the craftsmen, the women, the youth and the other weaker sections of the village community. The entire capacity building programme is designed for their skill formation, value addition to the old products and the creation of new products. Since the objective is to empower the powerless and marginalised, the VTC is one potential space to challenge existing power structures. The other approach is to open up the doors to all the rich and the poor, the powerful and the weak. Some implementing agencies involved believe this is a more pragmatic and effective method - to leave the entire choice of selection to the community- to avoid social tensions in the process of implementation of the ETP.

Taking everybody into confidence is, however, different from giving everybody a space in the decision making process. Everybody in the village, irrespective of caste and class ranking,

has the right to know the details of the project. This holds especially true for the Panchayat, which is the governing body at the village level, and must be kept informed on a regular basis about the project. However it is the right to take decisions that is the problematic area. Obviously those who are the real gainers from existing tourism or those powerful ones who aspire to gain out of the ETP would try to dominate. In their presence the weaker sections of the villagers and women will never be able to enjoy equal status and equal say in the functioning of the project.

In Neemrana, SOHARD, the implementing agency, who have been trying to involve all stakeholders, has been working for 3 yrs, but is unable to form the committee because of political interference. According to Niranjana Sharma, Chief Coordinator, *"in the village the structure is such that the elite are scared of losing their dominance with local villagers becoming stakeholders in the project. Gram Panchayat is okay; it is an elected body but if the stakeholders have no say in the committee then there is no use of its existence. We wish that the tourism committee should not end up becoming one more institution for the dominant people in the village to test and showcase their powers. We need to handover the project to the villagers"*.

It is important to recognise that the VTC on the face of it would have a certain membership but may well be under the control of the power elites of the village. In some cases the implementing agency has failed to confront the issue. It is not a matter of mere convenience to either accommodate the powerful people in the VTC or put it under the control of the Panchayat or traditional village council, which is often a powerful institution. It is a strategic issue, which is often ignored either deliberately or apolitically. In certain sites, e.g., Chougan and Hodka, this problem does not arise because of the near absence of such overt social conflicts or tensions.

The choice of the implementing agency is critical.

What is the kind of vision they have, what is their understanding of institution building, what processes are involved, how to carry them out in a participatory manner such that sufficient time is allocated for each step, creating groups and start handing over things to them slowly – each of these influences the quality and outcomes. All the implementing agencies are not fully equipped to deal with this challenge.

### Structures and Legal frameworks

As this project is so varied at each site, it is very difficult to point to one universal institutional model. There are two structures that have emerged from the ETP project.

1. Village Tourism Committee, which is the coordinating, monitoring group and then various sub-committees, comprising of artisans, craft persons, tourism-linked (at all sites except Durgapur).
2. In Durgapur they have proposed a triangular structure – comprising of a. VTC, b. the VTC appointed the Producers Group Members (livelihoods) and c. Tourism marketing and management group.



Members of Village Tourism Committee, Durgapur

Each site has tried to connect infrastructure and capacity building to the institutions that they have built to help sustain in the long term. In Chougan they have built 9 groups - Rani Durgavati Lok Nritya Samooh, Lantana Shilpkaar Samooh, Kaashtha Shilp Samooh, Grihawaas Samooh,



Vaidh Samooh, Guides, Honey group, Traditional song group and Krishak Samooh. All people who are part of the different groups are members of the VTC.

There are similar examples of this structure in Karaikudi as well. The Village Coordination Committee would be headed by the president of panchayat, executive officers, artisans representatives (both genders, if present) and local community comprising of both genders (irrespective of literacy).

Within the broad structures at a few sites they have also involved the village elders (Chougan, Durgapur). In Banavasi they have brought in intellectuals (to give strategic input and direction). The other stakeholder that they have tried to involve within the constitution of the institutions built is members of the Gram Panchayat, at times also to head the VTC – e.g in Chitrakote and Raghurajpur. This may work in favour of the VTC, as by involving the Panchayat members they are keeping the panchayat informed about the project. It also serves to thus ‘get the buy in’ of a few people on decisions even before it is presented to the Panchayat.

In relation to the **participation of women** in the institutions built, in the VTCs we saw, there are very few where there is a fair representation of women (for e.g. in Chitrakote of the 29 members - 11 women and 18 men, this being the highest, in Banavasi of the 30, 5 are women and in Raghurajpur and Hodka, not a single one. In relation to the sub-committees, attempts have been made to have mixed groups. Often implementing agencies fail to play a role and perpetuate the stereo typical role of women as only homemakers. In Naggar e.g while presenting the figures on income generated in the same family who is providing the homestay facility, the women are portrayed as earning Rs 1200/- per month from food and refreshments served and the men earn Rs 4500/- per month as income from room rent. From the objective of gender equality the neglect of this dimension is irresponsible.



Members of Village Tourism Committee, Durgapur

There have been various **legal frameworks** (Societies, Co-operatives, SHG, and Federation) that have been adopted to register the institutions built. Places where this first level planning has not been done there have been a few problems which could have been avoided, for e.g in Chitrakote if the VTC had been registered, which they have been planning to do for the last 1 year, then some legal action could have been enforced against the structures (shops) that were destroyed by certain groups. While the assets are owned by the government and not transferred to the people's institutions, the responsibility to maintain them and the benefits that accrue from their use for tourism purposes is planned to be contracted to the VTCs in most cases. However proper documentation needs to be ensured so that there are no complexities or counter claims, or there is protection of the community and individual interests in case of malpractice or fraud. Many cases related to land and use of money point to the necessity of such basic precautions.

Within the legal frameworks another important point to be kept in mind is in regard the issues around licensing, taxation. The SDM directed the resort at Hodka to be shut down as it was not registered, did not have a license and had not paid taxes to the State Government. The intervention of the DC and ensuring that all statutory compliances were met with and arrears paid brought the situation back to normal.

### Roles & Responsibilities

The understanding of role and responsibilities within the institutions created has increased over time with a greater engagement in the project. Some committees like in Banavasi, Hodka, Naggar were thought of at the very inception to help implement the project. In Banavasi the role and responsibility of VTC include:

- Waste management
- Home stay management
- Taking care of the artisans and the folk artists
- To tackle the issues related to tourism
- Negotiate with the DC for fund release

While in Hodka they have made smaller committees- one to overlook areas like food – what is being cooked, is it to the satisfaction of the customer, the second leepai and mirror work, the third to arrange for the musicians, the fourth to oversee handicrafts sales and returns etc.



Members of Hodka Paryatan Samiti, Hodka

The understanding of one's roles, responsibility, and functions is a process of continuous dialogue. In Raghurajpur no one really had a larger sense of what their role and responsibility was, whether we spoke to the member of the crafts group or to a member of the hospitality group. Until now they have not been handling any of the activities related to the project (except 1 or 2 who have been given the contract to construct). There was the belief that once they

are registered they will “take charge” and start handling and maintaining the assets created. This seems like a rather naïve understanding of how institutions actually work.

Many community members, who are engaged with the ETP, have been formed into sub-groups and these sub-groups are fairly independent in their functioning. However when it comes to the VTCs, many are still grappling to carry out the activities of the project. Few have had discussions on future roles and responsibilities, especially after the withdrawal of the implementing agency.

### Rules & Regulations

Many of the committees have formed some sort of rules and regulations in relation to the broad areas – membership of the committee, land issues, how will income be distributed, as well as some rules for overall functioning of the VTCs.

With regard to the general rules, while most of the VTCs have more structured rules and regulations, the sub-committees are more informal.

**On land :** Issues of land have been contentious. In Chougan, the land on which the bus stop was constructed is private and no compensation has been given to the owner. In the case of Neemrana, the Neemrana Fort management went back on their word after having given in writing that they would donate land for construction of a road that would lead from the Fort to the Baawri (step well in the village). The community was encouraged to start work, and when close to 1/3 rd of the road was completed and time came for the Fort to donate land, the Fort Management went back on their word. They introduced conditionalities vis-à-vis the road will not be open for ordinary people, the Fort will decide who can use it and who cannot, the Fort will have the right to collect toll.etc all of which only served to convert what should have been common property into private property and completely control the movement of people and tourists between the Fort and the village. Close to Rs 40000/- had been invested in the half built

road. A meeting held on 28/8/05, between UNDP, the Fort management and the MoT resulted in the decision not proceed with the construction of the road and instead put in money to construct the main cement concrete road that went through the village. (The Fort management claims that they did not need the road to be constructed and actually the money should be spent on the welfare of the community). But no responsibility was taken for the half constructed road and the money spent or the management of the Fort asked to pay up to compensate the community for their loss.

In Durgapur they have been cautious and decided that when land is taken from a private individual then 10% of the gross profit will go to the land owner. Besides this, one person from his family is also entitled to a job in that unit.

**Income and its distribution:** At each site there has been some thought on a certain percentage of the income that will be share of revenue from the various tourism related activities as contribution to the larger system. The VTC in most cases decides a certain percentage to the panchayat / other committees for village development work from the tourism related revenues. This varies between 5-10% of the 'sale price', Raghurajpur giving 20%, while Banavasi being the highest with 50%. The percentage of money to be given to the panchayat also varies. In Chougan, the VTC has started collecting these amounts and have also started giving low-interest loans to the community. This, in turn also influences, how the group benefiting from tourism activities as individuals and groups interact with the larger village body. There are two aspects to it, one is in terms of monetary contribution from the profit earned to the village body/ other village development work, the other is in getting the concurrence of the village body on the activities, planning and future of tourism related work.

**Membership:** The membership of the VTC is another important area that needs careful attention. Most of the VTCs have set out processes with regard to members - who is eligible, what should the composition and

constitution of the VTC be, what will be the criteria for new members to be brought in, etc.

In most cases, the implementing agencies have left it to the community to choose its members (Hodka, Naggar, Banavasi).

Restricting the free induction of membership and keeping it confined to certain subgroups is a trend clearly found in some sites. In Naggar, for instance, the VTC suggested that they would have a membership fee and anybody wanting to join would need to pay. The stumbling block here is that if someone wishes to join 5 years down the line; he will have to pay the accumulated membership fee of 5 years. While it was clearly a suggestion that came from the community, it perpetuates the dominance of existing members and discourages the induction of new members, especially those who cannot afford to pay the arrears! The project implementing NGO, was also surprised to hear such a statement. In contrast, Chitrakote exhibits a strong pro poor & pro marginalised bias. In Raghurajpur, the group that is formed does not wish to allow certain other members of the community and will even go to the extent of appointing a lawyer for legal advice.

A point of caution is the role and participation of the implementing agencies within the VTC. It has been observed that it is more functional when the implementing agency is not a permanent member of the committee but invited in an advisory role or is present in the committee but does not hold a key position. By holding a key post within the committee the principle of allowing for the community to be able to think through and take informed decisions gets diluted. The implementing agencies must definitely participate and guide in the initial stages, but have clear withdrawal strategy when the VTC starts understanding, taking initiative and decisions.

At a given point of time, when the project begins in a village, it is not necessary that every



person is ready and understands enough to participate. We must also keep in mind, that almost all NGOs began work in this village for the first time, even though they may be present in that area. Considering this, it is possible that the communication and reach has not been adequate to foster large scale participation. So it is extremely important that a system of rotation and inclusion of more members are put in place in order to put in some checks and balances so that the village committee does not become the de facto private enterprise of some people.

### Parallel institutions

The question if the VTC should act as an independent institution or as an appendage to one or the other existing one is still being debated in the ETP circles. When multiple institutions are functioning in a defined boundary, there needs to be clarity amongst them on overlapping jurisdiction and sharing of tasks and responsibilities. Prof Raju suggests, *"the Panchayat has many items listed under them that they are responsible for. What we can encourage is for the Panchayat to hand over or out source certain part of the responsibilities including things like collection of tax from tourists etc. We should not look at this change as an all India level change, or even a state level one but specific to contexts where tourism is being developed. It is another complex negotiation with the local bodies, to give away powers to tax depending on the amenities – that it is transferred at least partially. Banavasi is a place where they are able to bring in all these networks – where even the Panchayat has a role and where they also have accepted that this new body can play certain roles."* This may have to be considered for its pros and cons.



Dzumsa is session, Lachen

### Future Sustainability of the Institutions

This is an area where a lot of effort and energy has gone into by the implementing agencies, the community and UNDP in trying to help create institutions on the ground that can take forward this initiative, as this will take the project into the future.

According to R K Anil, Project Officer, UNDP *"It was the responsibility of the implementing agencies to facilitate strong institutions which were capable of handling accounts, managing money, conducting meetings and planning. If these institutions are not strong then the project might fail once the implementing agency exits."*

Given the early stage of actual engagement with tourism at which these sites are, it is very difficult to hazard a guess about the sustainability of the institutions as these are tested in the light of actual experience. Given that a commonly held vision clarity, positive social dynamics, capacity building and handholding over time are the basic requirements of strong institutions, it can be assumed that in post ETP sites there is a long way to go. However this should not be seen as a harsh critique, as institution building is a slow and complex process. The engagement with or to use existing institutions, if strong and functional, is perhaps an area where much more attention should have been given, rather than assume the model that new institutions for tourism necessarily had to be built at every site. With the introduction of the ETP which brought in a different form of activity and a particular set of values, people's institutions for managing and implementing tourism needed to be built in at most sites. The moot point is whether separate institutions to vision, regulate and govern tourism are necessary?

This is because of the fact that most of these sites are just beginning to engage with tourism through the ETP, making it is very difficult to judge the effectiveness or the lack of existing institutions. Therefore the review team is not able to conclusively say whether tourism linked institutions should be within existing institutions such as the Panchayat, Dzumsa or whether new approaches and models which represent multi stakeholder interests should be attempted. This only time will tell.



# Capacity Building



## 6 - Capacity Building



The idea of introducing the capacity building agenda into the Rural Tourism Scheme was a significant intervention and contribution of UNDP. The aim was to help the community build their capacities, to benefit from the ownership and control of assets that were to be created, modified, or renovated for their use. The capacities to be built were for communities as well as the implementing agencies. UNDP would look at key capacity building programmes and processes that were needed to be organised to help the implementing organisation build their capacity in implementing the project better. The implementing organisation in turn, would help build capacities of the community. UNDP conducted 5 programs addressing issues of Gender and HIV, Participatory Planning, Role Management in relation to institution building, micro enterprises and issues on tourism, on Zero Waste Management and lastly one on Business Planning.

The implementation agencies played a key role in building the capacity of community members by conducting training on varied issues - awareness, tourism linked skills and livelihood, alternative livelihood and institutional management. The implementing agencies had been chosen as they had the skills of working with communities, mobilising them and conducting participatory rural appraisals (PRA). The PRA exercise was critical in identifying the requirements and validating the activities as listed in the Terms of Reference of the ETP. However none of the implementing organisations had previously engaged with tourism. While most organisations relied on their own knowledge and skills to the extent possible, in relation to tourism they sought help from external experts. The programmes

conducted by UNDP have also helped the implementing agencies to build awareness and certain skills.

On the one hand for some implementing agencies the MoU signed with GoI-UNDP were quite broad listing aspects like survey, studies, workshops & events, resource inputs for capacity building, promotion and marketing & production of tourism related materials. In some cases there was clarity about what they would deliver and this was listed accordingly - group formation and management, awareness on environment and cleanliness for school children and residents, health, sanitation and herbal medical preparation, training and exposure, training of guides, interpretation centre/information centre, skill up gradation and new skill development, market linkage, entrepreneurship development programme, house guest system & administration. However in both cases, post the initial research /PRA phase there was the flexibility to change these specific areas based on the findings and how the project was being envisioned.

On looking at the entire range of capacity building efforts they fall into five broad categories

- a. As an entry point strategy
- b. Awareness on tourism and development issues
- c. Tourism linked skills and livelihood
- d. Alternative livelihood skills
- e. Institutional management



In order to assess of the relevance and impact of the capacity building efforts in meeting the objectives of this project we work with these categories and focus on the link between the infrastructure created, developed and the capacity building programmes.

### **a. Entry Point Strategy**

A fair degree of the training that has been conducted is on bringing about awareness and setting the stage for participation of the community. An entry point exercise organised in the initial stage was the PRA or the use of other participatory tools (understanding community, identify stakeholders, non-stakeholder, community leaders, opinion makers) to engage and mobilise the community. This was conceived as a 'bottom up approach where UNDP with the help of a few implementing agencies developed a broad framework which was later worked upon for a baseline survey (Annexure 4). The idea was, in the words of R K Anil, Project Officer, UNDP, "Once resources, constraints and the needs are identified then they were expected to take activities (capacity building programs) which would convert the resources to the assets and lead to livelihood options.

While most organisations initiated community engagement with the PRA exercise, INTACH in

Raghurajpur worked on a household survey, while in Lachen this step does not seem to have been taken. For Raghurajpur this has actually turned out to be a missed opportunity, as the place had good potential and the PRA may have leveraged this potential and set the foundation for meaningful community engagement. Overall the PRA was an important and strategic intervention. Many organisations have through this exercise fine-tuned their programmes, become much more aware of opportunities and constraints, realised that the engagement needed to be phased out, assessed the readiness of the communities and most importantly gained the confidence and built the initial motivation of the community.

A few implementing agencies have also used the awareness building programmes as a form of engagement with community, addressing issues that concerns them (INTACH on family planning and health for women, exposure visit by Saathi to Kondagoan from where the implementing agency has been working). Also while the need for an "entry point is not debatable, it is a bit unclear why for instance family planning was chosen as they may as well have chosen an area closer to the overall objective – like understanding gender dynamics etc. UNDP could have encouraged inputs more relevant to the project goals.

### **b. Awareness on tourism and development issues**

Two common awareness programs conducted at most places have been exposure visits to popular tourist locations and on waste management. The other programmes have varied from site to site. Karaikudi for example conducted programmes on Impacts of Tourism, HIV & AIDS, safe drinking water/ health security, Gender issue while Chitrakote conducted capacity building programmes on Legal aid, Bird, Fishes and Wildlife conservation.

Exposure visits in most cases have been done well, and the choice of sites have been generally useful and contributed to perspectives, learning and application later as a process of capturing



PRA exercises in session, Chougan, Source NIWCYD

the learnings was put in place. (photo - Members who were taken on an exposure visit to Rajasthan, Durgapur) However there have also been some instances when funds have been inappropriately utilised. When the team from Lachen chose to go to Leh for an exposure visit – it not just cost a lot of money, (around Rs 6 lakhs for the 15-20 people who went) they were also not able to relate any useful insight or learning that they saw which could be applied to their situation back home. A potentially useful learning methodology being trivialised or ‘misused’ must be guarded against. It would be interesting to note the gender composition of the team that were sent out for the exposure visits.



Members who were taken on an exposure visit to Rajasthan, Durgapur

### **c. Tourism linked skills and livelihood**

All capacity and skill building programmes that would lead to tourism related livelihoods can be categorised into 5 broad heads - food, guides, managing accommodation unit / homestays, the cultural aspect (cultural performances - dance, singers, yoga and meditation,) and Tourist Information / Interpretation centre. All these are what is required on-site, but tourism also functions ‘off-site’ and this is the space where marketing, networking with the tourism industry happens. This off-site level of planning should also have been conceptualised and basic training given even at the level of awareness, so as to enable the community to see the larger picture of planning for and managing tourism.



Capacity Building on Tourism issues Banavasi, Source BAIF

Most of the sites started with basic training regarding tourism and tourist arrivals. The places which are already established tourist destinations like Banavasi, Neemrana, Naggar and Chitrakote, understanding tourism was easier. It may have been useful in these sites to go further with the idea of the tourism cycle. Not surprisingly, given that the implementing agencies were not tourism experts the first aspect of capacity building on tourism issues has not been very strong and communities have privileged the economic aspects of tourism in their understanding. A villager in Chitrakote said, ‘visitors will come stay with us and we will charge for the services that we will provide to them, and we will earn more’. In Durgapur, in spite of training in guiding and exposure visits the trained guides were not able to say how they would initiate a dialogue with the tourists visiting the village.

Another point is on assessing the quality of capacity building given to the community. While it is easier to assess in regard to the alternative livelihoods – craft linked where you can see the output, with tourism it is linked to the quality and notions of service. The review team made a conscious effort at all sites they visited to stay at accommodation that had been created (central accommodation) / aided (homestays), ate meals cooked by the cuisine groups, ‘experienced’ the performances, and asked people to guide us around the village.





Capacity building in session: Learning how to make a bed, Hodka,  
Source KMVS



Assamese cuisine, Durgapur

The team was able to stay in three places – Hodka, Raghurajpur (central accommodation) and Naggar (homestay). In Hodka, which had the experience of four tourist seasons they were quite in tune with managing the unit. Everything worked in an efficient clock-work fashion and we received warm cordial but quiet hospitality from staff persons who are in the process of understanding the tourist and building their confidence to interact with them. In Raghurajpur, there are two young men trying to handle the 2-room accommodation unit, but much more training needs to be given to them on hygiene and cleanliness. In Naggar, the homestay is more like a lodge, quite separate from the home and equipped with basic facilities and run with a sense of cleanliness & hygiene.

Some of the most delicious meals served to us were in Chougan, Durgapur and Karaikudi. At all three places we observed the group as being very well trained in hygiene, taste and hospitality. One must note that in Chougan, Durgapur and Karaikudi, what the groups served us was authentic local cuisine, and may sound clichéd to mention, but served with a lot of affection, no unnecessary frills and superb taste. In Raghurajpur we felt that the concept of serving local Oriya food had not been conveyed to the person and we got served the standard paneer, but after communicating that we wished to eat local food, we were served very nice Oriya cuisine.

All places have unique traditions with the folk songs and dance traditions being a strong point that most places have recognised and built on. Durgapur a migrated village, the community, has learnt the Satya dance famous in Majoli. As much as it was about training them, it was also about bringing them together as a group.

In relation to the guide training, it is mainly the youth (men) who have been trained. Apart from it being a potential livelihood option, it served the purpose also of passing on knowledge to the younger generation to know about their people, history traditions, culture, etc. Often when the review team asked the people who have been trained, what they have learnt, have they taken tourists – they were unable to answer confidently. The reason for this may not be that they do not have the knowledge but because they have had very little or no experience in interacting with the tourists. Secondly the youth that have been trained have a sense of inferiority as they are unable to converse in English. There has been an expectation from most sites to receive more training in conversational English.

#### **d. Alternative livelihood skills**

The idea of having a two pronged livelihood strategy – one which focuses directly on tourism and second which focuses on other livelihoods that can be strengthened which complement and supplement tourism seems to be quite sensible. The complementing aspect ensures



that the community must not be over-dependent on tourism and the supplementing aspect ensures while one can strengthen and learn skills, tourism also has the potential to leverage that aspect, as tourism needs basic facilities (internet, provision stores) as well as exquisite products (craft). A number of capacity building programmes strengthened and also introduce new skills among the community. KMVS, the implementing agency for Hodka, through another proposal is seeking funding to work with the artisan community on the craft related aspects. Trainings on skills organised by the implementing agencies in Durgapur on weaving,



Women undertaking a pottery course, Chitrakote

Chitrakote on terracotta, bel-metal, hospitality in Chougan and Karaikudi, pineapple recipes in Banavasi, are worth mentioning. A site that has not been able to look at alternative livelihoods is Lachen.

### **e. Institutional management**

A key component of this project has been on relevant institution building, particularly the formation of village tourism committee and sub committees. Through this project an attempt has been made towards making these institutions sustainable in the long run. To help build capacities of the community the implementing agency has in an informal way, through regular discussions and meetings built an understanding of the various components of institutions – the role – present and future, functioning, bringing about consensus and common understanding. These bodies have not been through much formal training – like in other craft-based skill building. Certain components like accountancy training have been given within the overall framework of institutional management. Professor Raju of IRMA cautioned: “when we speak of community capacity building when we are talking is also the ability to manage with district authorities, tourist service providers, and tourists themselves. Restricting to how to conduct a meeting is a low level of skill and not enough.



Sustainable method of honey harvesting, Chougan

The following table attempts to segregate the various capacity building initiatives undertaken by the implementing agencies:

Places (Time of visit by Review team)	Tourism livelihood	Alternative livelihood	Awareness
<b>Banavasi (February 2008)</b>	<ul style="list-style-type: none"> <li>• Training of guides</li> <li>• Home stay System</li> </ul>	<ul style="list-style-type: none"> <li>• Skill upgradation, new skill development &amp; market linkage</li> <li>• Entrepreneurship Development Programme (Pineapple, Banana fibre)</li> </ul>	<ul style="list-style-type: none"> <li>• Awareness on environment and cleanliness</li> <li>• Health, sanitation and herbal medical preparation</li> <li>• Exposure visit (Badami, Madikeri, Anegundi)</li> </ul>
<b>Chittrakote (February 2008)</b>	<ul style="list-style-type: none"> <li>• Guides</li> <li>• Training on hospitality and house</li> <li>• Cuisine training</li> </ul>	<ul style="list-style-type: none"> <li>• Training for Potters, Bamboo workers and Blacksmiths</li> <li>• Herbal cultivation</li> <li>• Jaggery production and packaging</li> </ul>	<ul style="list-style-type: none"> <li>• Conducting training on Organic farming / Vermi composting</li> <li>• Promotion of kitchen garden &amp; second crop pattern</li> <li>• Legal aid camp</li> <li>• Health camp</li> <li>• Training of middle school children on</li> <li>• Exposure visit of VTDC - (Banavasi, Karnataka)</li> <li>• Cleanliness campaign</li> <li>• Health, Education</li> <li>• Bird, Fishes and Wild life conservation</li> <li>• Nursery raising &amp; Herbal plantation</li> </ul>
<b>Chougan (February 2008)</b>	<ul style="list-style-type: none"> <li>• Tribal performing arts</li> <li>• Home stay</li> <li>• Guide training</li> </ul>	<ul style="list-style-type: none"> <li>• Farmer's group - Organic agriculture</li> <li>• Training on scientific and sustainable honey harvesting</li> <li>• Lantana craft</li> </ul>	<ul style="list-style-type: none"> <li>• Exposure visit to Kanha National Park</li> <li>• Create awareness on the conservatory steps</li> <li>• Oral history, bio-diversity and traditional / indigenous practices</li> <li>• Exposure to the state Govt. owned tribal museum</li> </ul>
<b>Karaikudi (February 2008)</b>	<ul style="list-style-type: none"> <li>• Chettinad Cuisine</li> <li>• Guides</li> </ul>	<ul style="list-style-type: none"> <li>• Wood Carving</li> <li>• Athangudi tile making</li> <li>• Kandanki weaving -</li> <li>• Kottan basket making</li> <li>• Stone Carving</li> <li>• Egg plastering</li> <li>• Brass metal work</li> <li>• IT related courses for community</li> </ul>	<ul style="list-style-type: none"> <li>• Awareness on Impact of Tourism</li> <li>• Awareness on HIV &amp; AIDS</li> <li>• Awareness on safe Drinking water/ health security</li> <li>• Awareness on solid waste management</li> <li>• Exposure visit</li> <li>• Training on Gender issue</li> </ul>

Places (Time of visit by Review team)	Tourism livelihood	Alternative livelihood	Awareness
<b>Neemrana (February 2008)</b>		<ul style="list-style-type: none"> <li>• Potters trained</li> <li>• Durr training</li> </ul>	<ul style="list-style-type: none"> <li>• Pottery artisan organized exposure visit Village sanitation through community</li> <li>• Art-wise meeting organized for artisan</li> <li>• Exposure visit - Pranpur</li> </ul>
<b>Durgapur (March 2008)</b>	<ul style="list-style-type: none"> <li>• Yoga and Meditation</li> <li>• Satra dance</li> <li>• Cuisine</li> <li>• Guides</li> <li>• Accommodation management</li> </ul>	<ul style="list-style-type: none"> <li>• Bamboo Craft</li> <li>• Weaving Craft</li> <li>• Accounts and Finance</li> </ul>	<ul style="list-style-type: none"> <li>• Exposure visit – Rajasthan, Delhi, Agra</li> </ul>
<b>Lachen (March 2008)</b>	<ul style="list-style-type: none"> <li>• Adventure training / trekking</li> <li>• Guides</li> <li>• Weaving</li> </ul>		<ul style="list-style-type: none"> <li>• Exposure visit – Ladakh</li> </ul>
<b>Raghurajpur (March 2008)</b>	<ul style="list-style-type: none"> <li>• Running a hospitality and catering unit</li> <li>• Prepare routes for visitors</li> <li>• Training of local guides</li> <li>• Theatre and story telling workshop</li> <li>• Information desk</li> </ul>	<ul style="list-style-type: none"> <li>• Authentic arts product development (Basic &amp; Advanced) - (pictorial language – oral; Orissan painting; design workshop)</li> </ul>	<ul style="list-style-type: none"> <li>• Cleanliness Campaign</li> <li>• Family planning and women's health</li> <li>• Waste Management</li> </ul>
<b>Hodka (April 2008)</b>	<ul style="list-style-type: none"> <li>• Training of youth in experience of dealing with a group of tourists</li> <li>• Culinary - breakfast preparation, meal services, snacks, beverages preparation / serving</li> <li>• Restaurant / serving / room service , etc</li> <li>• Maintenance of the Centre, rooms, common areas</li> <li>• Guide</li> </ul>	<ul style="list-style-type: none"> <li>• Stitching</li> <li>• Craft design</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable tourism awareness</li> </ul>
<b>Naggar (April 2008)</b>	<ul style="list-style-type: none"> <li>• Guides (English, Russian, French)</li> <li>• Home stay facilities</li> <li>• EDP training and have been linked with local bank for financial assistance to renovate their kitchen / toilet.</li> <li>• Cultural troupe</li> </ul>	<ul style="list-style-type: none"> <li>• Knitting, cutting and tailoring, embroidery, food processing like pickles, jams, syrups, mushroom, cultivation &amp; bakery</li> </ul>	<ul style="list-style-type: none"> <li>• Sensitisation workshops on solid waste management, vermin-composting</li> <li>• AIDS and general health</li> <li>• Promotion of local medicinal herbs</li> </ul>





Members of the SHG groups given training in weaving, Naggar



Attangudi Tile makers, Karaikudi, Source Dhan



Member of the community - undertaken adventure training, Lachen

### Infrastructure and capacity building synergies

Here we address an important question – was there a correlation between infrastructure developed and capacities built of local communities?

In Naggar and Hodka the links were very clear and worked to the advantage of the project. Some places did not have the privilege of synergising – as in Karaikudi where the infrastructure was developed even before the implementing agency had been brought in and most of which could not be connected to the capacity building.

In Lachen, while rock-climbing training was done, the Dzumsa had not thought of acquiring the equipment and waited either for the next government scheme to buy it or were hopeful that tourists will come along with the specialised equipment.

Some implementing agencies felt that some “hardware” (such as solar lights, common toilets need not have correlating “software” components. However, training some persons in operating and maintaining these lights, and some institutional mechanism (a user group, or VTC, or Panchayat) to be responsible for their smooth functioning.

R K Anil, Project Officer, UNDP noted that all training undertaken by the NGO's for capacity building need not be tourism related. It is mostly aimed at enhancing social capital, upon which tourism-related skills such as craft, cuisine, hospitality, guiding etc are built gradually so that the benefits from tourism keep accruing to the continuity on a long term basis. He felt that tourism comes into the picture when tourists come. Most of the sites have not seen tourism before, hence unless there is an interface of the community with the tourists the activities related to tourism could not be judged.

If one looks at the overall capacity building intervention then the following observations could be made:

A balance between the various types of capacity building needs to be developed and too much on general awareness has not been very useful.

The fact that the capacities of the implementing agencies themselves needed to be developed on tourism issues and other issues made this

a layered process. Often they went to a capacity workshop themselves and then were expected to train the community. This did not always work.

Closing the loop - When looking at livelihood related skill building, expecting the participants to develop the skills in one go does not work. There is a need to factor in, depending on the level that they are at, a basic + plus advance course.

Furthermore, another aspect of “closing the loop” was to enable the practise /use of the new skills for generating livelihoods. After a round of training it is critical to design a way by which they can practise their skills and assimilate their learning. Even three months down the line after a capacity building intervention they were unable to state what they learnt, or they admitted that they have forgotten all they learnt! Maybe the opportunity to practise was not there. It is critical to keep the community engaged after they have been through training, especially if the link to the infrastructure being developed is not going to happen soon. This can be done through group formations, regular meetings, discussion on topics of how they see it – what will be their way of working, what would be the rules of this group – how will they share work, how will they price, how will they get the tourists / find markets, etc. Therefore important to link them up closely and shorten the time gap between the two – this helps in two aspects- people remember and can use the skill they have learnt and secondly if there is constant activity on both fronts then people (the non-stakeholders) also see these links, rather than it being viewed in isolation.

Once a set of people have been trained together it is useful if they form groups and start to think collectively rather than individually, wherever possible. Special focus and attention needs to be given to women who have shown interest. Collectives also help build strength, addressing problems that confront the group and therefore encouraging collectively thinking of solutions. However, collective spaces inevitably lead to power dynamics and this must be anticipated and worked with.

At times the lack of market links has resulted in the training not being used. In Neemarana and Chitrakote the skill building has not resulted in any added income to the villagers. In fact in Neemarana and Durgapur the villagers have already started forgetting what they learnt.

A potter in Neemarana related this rather sorry tale. *“We work on terracotta, and we were given some training to paint the terracotta products that we make. The products that we made were all taken by the implementing agency. They initially bought one Chaak (wheel) for training purpose which also they took away with them once the training was over. It was us who spend money on the electricity for training and refreshments of the potters and the trainer. We feel cheated. There is no demand for the products in the village. Once the shops are formed in the Baawri then tourists might buy the products. The fort people tell the tourists not to buy any products from the village.”*

There is also a need to find ways of retaining, engaging the people who have been trained so that when the time comes to put this into practice they are available. In Hodka, the resort is open for six months from October to March. Those who were trained earlier got better opportunities as they were also sent for training to another resort for the period April to September when the resort was closed. But after the training period when the resort remained closed many of them left either because they did not enjoy the work or because they had only confirmed salaries for 6 months. The VTC has now devised a system of paying them half their salaries for 6 months to ensure trained staff is available for the coming tourist season.

While it is important to work with the ideology of equity and equal opportunities, taking on board all those who are interested, at the same time the implementing agencies should not shirk from their responsibility of evaluating genuine interest to learn. However in overall project objectives there is a need to first work with the concept of equity and not only equality as this is a project that needs to address questions of social justice.

Selection of beneficiaries/ participants for training programmes, on the basis of need, interest and ability is always a critical aspect of project delivery. More significant is the balancing act that needs to be done as it is difficult to find all three aspects in perfect combination. While the need for a livelihood option must be the most important, the rest is possible to be built. If this is not done then high dropout from training and lack of application will be the two main outcomes.

Potential participants should be briefed quite well of what they will learn, how will they be able to use it, how should they approach a skill building programme, what is expected of them in the future, what will the process be, the costs that are involved in training, so that they are aware and committed participants.

e.g In Neemrana the women, also members of a SHG took part in the training of making carpets with an idea that it will be an added skill and there is no harm in learning. When asked about how they used this, they said they belonged to the families that were affluent enough and they would not sit in a shop and sell the products. In some cases some people got the opportunity for multiple trainings. A balance is needed of how many training one is allowed.

In Raghurajpur for the craft related programmes did not have any process of screening and all the 124 households were invited. This resulted in very few people participating and benefiting from it. In Durgapur, of the recognised skills building programs that they planned to conduct, the community (men, women) were asked to choose one based on their interest. This then resulted in 86 women choosing to participate in the weaving capacity building programme but only 12 were able to complete.

One of the positive things about the capacity building exercises was that it was largely conceived as a bottom-up process. This is in contrast to the infrastructure development decisions which were more top down. It could also be that the stakes, both in terms of financial investment and in terms of potential benefits, were seen as higher in infrastructure and hence these decisions were more tightly held and controlled by the more powerful. The conflicts and stakes around infrastructure were higher and this may have led to a perception of the capacity building as not as important.

The implementing agencies varied. Some like INTACH, Dzumsa are good with infrastructure creation but were unable to mobilise and engage communities and build capacities. At four of the 36 ETP sites, panchayats are the implementing agencies and many of them do not have the skills to mobilise and engage communities. Thus the capacities of the implementing agencies also

were a critical factor in the 'hardware software' convergence and in the ability of the community to build capacity and engage.

Issues related to gender have featured nowhere except in Karaikudi, and in the first workshop by UNDP on gender and HIV. We also do not know if the awareness workshop was given to men or women or both. Apart from the initial interest in gender there has been very little evidence of capacity building on the issue. This is a fairly serious omission as the gender equality goal was a core commitment of the project.

Issues related to use of Information and Communication Technology (ICT) is also conspicuous by their absence. This is also unfortunate as skilful and strategic training in ICT use may have leapfrogged some communities into the marketing of their site and also been valuable in data collection and analysis.

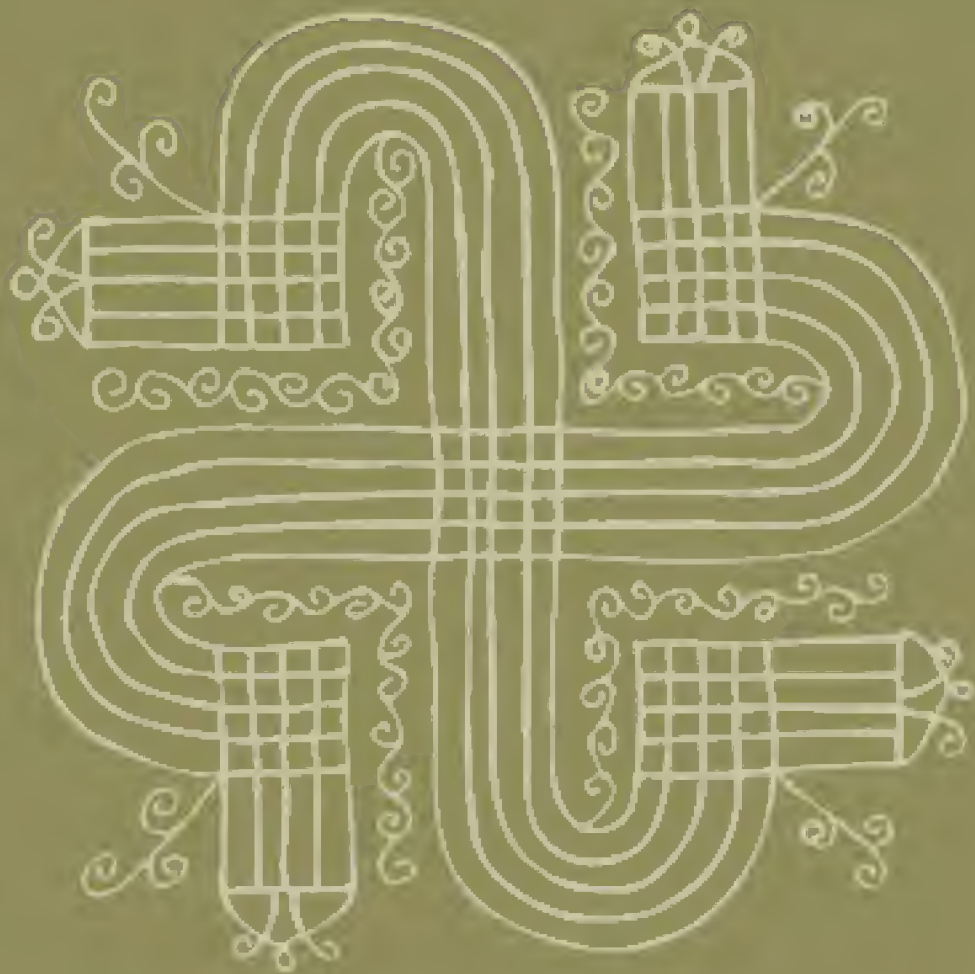
In terms of building capacities of the implementing agencies, the training programmes, regional meetings and workshops held by UNDP have been much appreciated. The question arises, as to how much of this was understood and taken forward by the implementing agencies, and further hand holding specifically while transferring information to the community. For e.g when we tried to understand from the community what they think are the negatives associated with tourism, in most places they mentioned garbage. While this is not untrue, and a lot of garbage does get generated locally as well, surely is much more to the negatives that tourism brings!

There were many sections of the community who were self assigned or by default or as a result of power structures the "non-stakeholders" of the project. It must be recognised that a project of this nature cannot "involve" all people. It is important to draw the layers of who can be direct beneficiaries, who can be indirect (farmers, fisherman, shops, communication facilities), who can be the alternative livelihood group. And even after mapping this there will be a large section of people who this project will not be able to involve. But the interests of the entire community needs to be kept in mind in the planning, implementation and wider benefits, particularly ensuring a process by which their involvement in the share /use of benefits from tourism for the wider community.





# Project Management



## 7 - Project Management

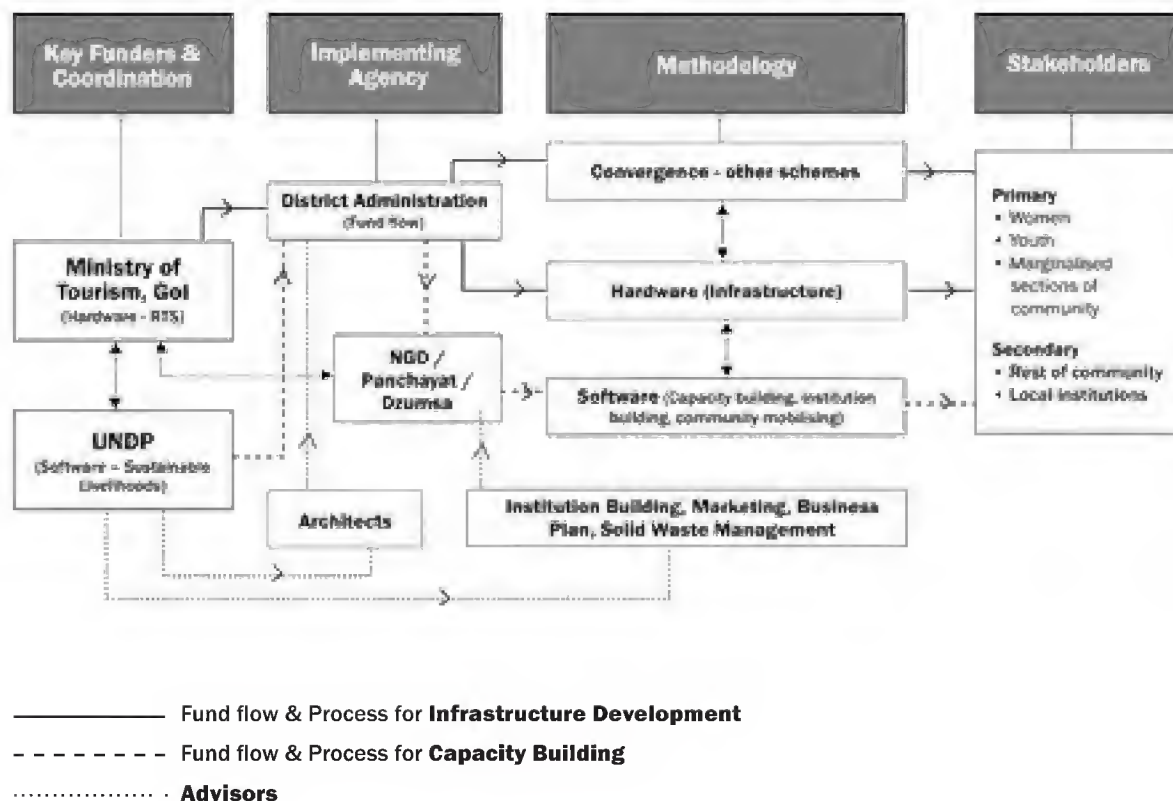


This section addresses the area of project management – the approach and design of the ETP, the role of the key institutions, and processes put in place for monitoring, learning, reflection, and redressal of problems.

The ETP has worked with an overall framework which is ambitious, setting a benchmark for future rural tourism initiatives in the country. In the Project Document between GoI-UNDP, which is the base document for this project, it has emphasised processes rather than products and has placed at the centre the notion of people centred development. However in its design it has got into a project based mode and tended to collapse timelines with the focus being on products. The increase in sites from 15-20 originally planned to 36 may have contributed to this shift in focus. According to Prema Gera, Head, Poverty Unit, UNDP *“during implementation it was realized that 36 sites selected were too many as it involved 20 states which meant 20 state tourism departments and further travel to all locations, became very difficult”*.

One of the hopes of ETP was that through these pilot projects models of successful rural tourism projects would emerge which could then be applied in future. By the term “model” we basically refer to a set of guiding principles and /or an approach to implementing a project. As Joint Secretary, Ministry of Tourism, Leena Nandan explained *“the broad framework and the components are all the same and we feel that the approach also has to be the same but since we did start with the 36 sites in the first instance we do believe the learning from this and the further activities we need to integrate should be more effectively in place for the future projects.”*

The ETP involved various institutions, each of whom was responsible for certain functions. It was a project management challenge to get them to work in synergy towards the desired objectives.



### Institutions : Coordination & Management

The ETP adopted the process of development in a phase-wise manner and attempted to feed in the learnings of each phase into the next. The sites have adopted different approaches to implementing the project.

If one were to consider the stages to development of the project and map this over the ETP, it is critical to understand when the different components came into play.

Approach / Strategy	Infrastructure development	Capacity building	Marketing	Institution building	Project management
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In a more abstract or theoretical sense the stages would be as follows, but in real time it would be more parallel rather than a linear process.



Development concepts such as community readiness, planning and organization, assessing potential, market research, marketing a community, and funding tourism efforts, convergence, resources, timeframe, approach are critical. Furthermore, as tourism grows, competing actors, coordination between different parts or the lack of it also compound the process.

Did it go as per plan, is the million dollar question – and for that the assumption also is – was there such a clear unambiguous plan in the first place? In certain cases the entry point did not suit the ground realities and therefore the project did not follow its planned trajectory. For instance, where the hope in Chougan was to draw tourists from nearby Kanha National Park, ultimately what worked much better was strengthening alternative livelihoods rather than on livelihoods directly linked to tourism. Karaikudi was designed to be slow and to move with the pace the community was able to work with.

How tourism has developed and shaped is (not surprisingly) different in each ETP site. It would be important to understand why some things have moved faster and some are lagging behind. In spite of 3-4 yrs of project implementation, if one keeps the ambitious project goals in mind, the impacts on the ground are limited. The central factor seems to be the willingness and interest of the community to engage in tourism. This also meant their willingness and ability to leverage the implementing agencies competencies such as conceptual clarity, access to a pool of resources; good rapport with the District Administration, financial means to advance money. The combination of these two factors, community engagement and implementing agency “competence” have been also key to the stage where tourism development has reached so far in the different sites.

There are different approaches that the implementing agencies have adopted: DHAN's approach has been slow and steady looking at a long term commitment to the tourism project in Karaikudi, which is expected to evolve slowly. They are working on a two-pronged

strategy of involving all sections that can be part of this project and estimating 8-10 years to converge all these players so as to achieve the objectives of the ETP.

Hodka was implemented in a phased manner with the clear focus on tourism and has seen four tourist seasons. It is now thinking of innovating and developing new products around its core USP of the resort (located in crafts, culture and ecosystem of Kutch) to ensure that tourists will continue coming to the Banni region.

Lachen lost a lot of time when there were problems with the person appointed from the district administration and had to find another implementing agency. Now, in the last 9 months, it has packed its action plan with a variety of activities that need to be completed

Banavasi seems ready to take off. People trained are waiting for the tourism complex to start functioning but are unable to use this tourism complex until and unless they pay the contractors.

The hardware work in Durgapur has stalled for over 1.5 yrs under internal conflicts and lack of funds flow. The implementing agency is managing to keep the engagement alive on the software front with the community.



Interpretation centre, Durgapur

Naggar has implemented most aspects – few remain, particularly the Gol Sarai to be renovated, restored. The implementing agency is set to move out by 2008. However much remains to be desired on the social equity front.

In Raghurajpur, the Raghurajpur Heritage & Tourism Committee has been registered and the implementing agency plans to move out in May. However the community still have very little understanding of how they and tourism will function.

Banavasi and Neemrana which see thousands of tourists coming in one season to their village are yet to tap the potential of these arrivals. In February 2008, when the review team visited the site, the community in Neemrana was waiting for funds to be released, for the VTC to be formed and the shops to come up at Baawri. In Chitrakote the villagers are waiting for the rebuilding of broken structures (shops). While tourists have been arriving for years their interactions with the villagers was restricted to asking for directions.

At different sites communities are waiting for some or the other thing to happen. The metaphor in popular culture of “Waiting for Godot” is what comes to mind in this situation<sup>1</sup>! There is almost an unstated belief that once the awaited thing happens the tourists will magically pour in, and all will be well.

Many implementing agencies felt that the time available to facilitate and enable the community to understand, develop and participate in the tourism industry is just not enough. There must be adequate time and resources available to communities. Programs that have three-year duration are too short to enable communities particularly tribal and nomadic to accept tourism, develop skills, and implement initiatives where benefits resulting from tourism can be produced or measured. Working with the twin objectives of

development and tourism itself offers a significant challenge and would require timeframes that in all cases would go beyond the given timeframes of the project. Apart from this, even from just a tourism perspective alone, to achieve some degree of stability, to get the institutions working, to servicing the tourist, will need time and will only come with tourist interaction.

Thus, the time frames for implementing such projects as a whole and the time for each sub-phase needs to be longer if a sense of achievement of some results is to be seen. A minimum of 5 years would be more realistic.

The ETP in allocating the same time frame for the implementation of the project all sites without consideration of these characteristics was perhaps being unrealistic.

Even Hodka, while doing well in terms of tourist arrivals and increased business from tourism, has lagged on developmental objectives such as participation of women. NEST, the implementing agency in Durgapur expressed the anxiety over timeframes *“3 yrs is a very little time for a project like this. At least 5 years of handholding is required for a community like this to sustain tourism in the long run. Community takes time to understand and then trusting the NGO in two years and then just one year to establish everything in such a way that it does not wither away is unrealistic. We will be there with them for another 2 yrs.”*

Since the timeframe of the Gol-UNDP project is till December 2008, the implementing agencies are now under pressure to wind down their role and move out. (The implementing agencies are aware since 2007- end that the project is going to close on December 31, 2008. Initially, the project was supposed to close on Dec 31, 2007, but was extended by a year, however the pressures and sense of time running out

1. Waiting for Godot is a play by Samuel Beckett, in which the characters wait for Godot, who never arrives. The play follows two consecutive days in the lives of a pair of men who divert themselves while they wait expectantly (and, we find, endlessly) for someone named Godot. They claim Godot to be an acquaintance but in fact hardly know him, admitting they wouldn't recognize him if they saw him. To occupy themselves they eat, sleep, talk, argue, sing, play games, exercise, swap hats, and contemplate suicide -anything so as “to hold the terrible silence at bay”. ([http://en.wikipedia.org/wiki/Waiting\\_for\\_Godot](http://en.wikipedia.org/wiki/Waiting_for_Godot)).

remains). The ability of community members to take leadership to address and resolve crisis or gridlocks will be a critical factor in order that the dependency on implementing agency shifts and that the strength and stability of the institution building is tested.

### **Role of District Collector**

The District Collector (DC) was the focal point and the linking pin of ETP from the project management and administrative perspectives. This has been a landmark step from the way the Ministry of Tourism has usually functioned – shifting from the state tourism departments to the DCs. The thought of channelizing the project through the State tourism departments was considered, but UNDP and senior officials in the MoT involved in conceptualising the project felt that if in the hands of the state tourism departments, innovative ideas may be few and the focus would end up with infrastructure development. Further, state tourism departments had very little experience of a community focussed and community centric intervention. Another reason was also the greater accessibility of the DC for the communities and implementing agencies, and the possibility of leveraging other convergence factors.

A three-pronged role was conceptualized for the DC - to monitor and facilitate implementation of the project (e.g. timely flow of funds, convergence of various schemes, etc), secondly implementation of the infrastructure component in consultation with the implementing agency and thirdly to lay down a system in place.

While in principle this shift from the state tourism departments to the DC was a good idea, it has often not worked as foreseen due to the frequent transfers and or the holding up of funds at that level. At times the DC has not been or felt inducted into the key principles of the ETP. UNDP/MoT saw having the regional meetings in which the collectors also participate and the film on Rural Tourism as means to communicate the important principles of the project to the DC. They admit that the lack of communication was

a weakness of the project management and realize that it was not possible to convey the essence of the scheme to every one.

The size of direct funds made this a very small project for the DC office (as compared to the other schemes that the DCs handle, Rs 70 lakhs is a very small amount) and therefore not enough time was given for it. The size of funds in this project was also kept small with the rationale that convergence with other schemes would be the way to ensure appropriate infrastructure came in. The DC was felt to be best positioned to ensure this convergence. It was therefore critical that she/he was committed to the principles and objectives of the project. Where the DC saw his role as that of facilitator and not a supervisor, and the rapport that the implementing agency was able to establish with the DC on behalf of the community were both critical success factors.

Hunnarshala, based in Bhuj felt they were lucky that a supportive DC was in place, open to creative ideas and not insisting on the schedule of rates of the government. *“In the MoU that the collector signed with us (Hunnarshala) we had a component which said very clearly that based on actual rates of materials a new schedule of rates will be created for the new materials used and the chief engineer from the government would ratify that”*. When it was suggested to the DC that they would like to build in earth and use tents, the collector assured them that they were welcome to try out anything and he would back it as long as they could justify how the expenditure was made. This allowed them to use mud as a material. That was a very important step that allowed them and the community to be innovative.

### **Convergence**

Since the project aims at rural development it has to address the convergence of various issues related to it - such as income, education, health, skill formation, migration, infrastructure etc. This demands the convergence of different institutions and schemes of the state to work



towards this. Also for tourism to function onsite in most cases there is a need of basic amenities and facilities in place, an aspect that this project would not cater to with the limited allocation on funds.

Convergence has come to mean getting funding to support other activities in the village which may also help promote tourism. Convergence denotes the approach toward a definite value, as time goes on; or to a definite point, a common view or opinion. To aid this various organisations and stakeholders involved in this project could have undergone a local visioning process; the activities emerging from such a process may have been more relevant. Long term convergence is not just about finding money for a required activity, which is more like leveraging. Convergence has to mean a process of looking at an issue/ a problem/ an initiative together and arrive at an ideal situation which then determines who would do what according to ability and capacity.

An example to see how a principle level convergence has worked is the Pashu mela in Hodka. Sahajeevan works on farm related livelihoods and has together with KMVS organized the Pashu Mela. This activity brought in tourists and visitors which helped bring in another dimension to the tourism activity of the Kutch region. Like Sahajeevan in the Bhuj there are many other organisations that have come together to find the points of convergence with each other, and share a similar vision for the region.

Chougan presents a frustrating example of lack of convergence between the ETP and the Government departments. The infrastructure implementation was carried out by the Water Works Department. Evidently the engineers had a limited idea about the realities of the water situation in the village. When asked how they would meet the demand of water of the tourists when only one hand pump was working, they replied that they would fix an electrical motor with the pump to solve the problem. The fact is that the water level of the village is quite low. Water harvesting at the places where rainwater flows is suggested by some villagers. They wanted a check dam to be built in the upper part of the village adjoining

the forest. The DC ordered dozens of wells instead. The wells are reported to have water during the monsoon and some following months only. (The recently constructed swimming pool in Mandla, the district headquarters, truly symbolizes the bureaucratic sensibility to the water crisis in the villages).

Also in Chougan the entire point of convergence seems to be ignored. The infrastructure amount has been spent on check dams, bus stops, roads – all this should have come from different schemes. When the time came to build infrastructure that would help tourism - guest house, shops, due to bad planning and estimates there was little money left.

### **Funds and Funds Flow System**

Most rural tourism projects have been budgeted for 70 lakhs (Rs 50 lakhs for infrastructure development be funded by Gol-MoT and Rs 20 lakhs for capacity building funded by UNDP) initially and then depending on progress of work if required the implementing agencies have requested for an additional support.

The DC's office was responsible for the disbursement of funds to the implementing agencies. The agreement was that Gol-MoT would as 1st installment release to the DC 40 lakhs toward infrastructure development and 16 lakhs towards capacity building. The latter of the amount would then be given to the implementing agencies in two installments. Once the amounts were exhausted the balance budget would be released.

However, in almost every site, one of the roadblocks faced has been timely transfer of funds. In Neemrana the implementing agency did not receive the funds for over a year which has led to the halting of work. The various problems associated with funds disbursement through the government structure has been universally faced by all implementing agencies. The reasons for this are not clear except that at some sites this was a way by which the DC's office demonstrated its power. Also the fund disbursement is decided by the central government and the rationale seemed quite unilateral

and not at all linked to the needs on the ground. e.g even when the DC's office received 16 lakhs, they have decided to split it into two instalment irrespective of whether the work required it to be done that way or not.

The problem was compounded when the two funding sources are devoid of structural linkages. For example, if it was stipulated that the need for the structures, what and how, is required to emerge from the community, the infrastructure would have had to follow capacity building. Therefore community capacities would have needed to be built to understand and decide what construction, how, maintenance and management issues. This process collapsed in most sites.

Whether other options like working directly with implementing agencies and transferring funds to them, working with a sub-committee under the panchayat, exploring other village level bodies /institutions (like in Raghurajpur and Durgapur) would work better is open to debate. In spite of the many failures of disbursing funds through the DC's office, the UNDP project officer felt that this was the best possible approach provided there is proper communication.

Another point raised was on the cap on the initial budgets. According to R K Anil, Project Officer, UNDP, *"the villages are varying in sizes - development levels, requirements and capacities. Also if we look at the NGO's they are also of different capacities and strengths, some have the ability to pull in funds from different agencies and some do not even have the capacity to deal with the available funds. How one decides that so certain amount will be sufficient at all the places? It was not the right decision to deal with the NGO's and sites equally without judging their individual capacities"*.

Organizations like KMVS were not severely handicapped because of poor funds flow because they could fall back on their own resources to tide over fund crunches. However other organizations that did not have its own resource base faced a lot of difficulties and to keep the momentum going was tough. Apart from a serious funds

flow problems the amount budgeted to the implementing agency to administer / coordinate the entire capacity building plan was very little and organisations felt unsupported and handicapped on this front.

### Role of Implementing Agencies

The implementing agencies have played a crucial role in implementing the capacity building work plan of the project. The criteria for selection of the implementing agencies as detailed by UNDP were:

- Good at social mobilization
- Understanding of rural livelihoods
- Worked with well known funding agencies
- Working actively for at least 3 or more years
- Working either in the district (in which the village is located) or in the contiguous neighbouring districts
- Understanding of gender & participatory tools, methods of decision making
- Must have at least one 'professional', & one or two persons fluent in English (to participate in the centrally coordinated training-learning programs)
- Worked on tourism project earlier would be desirable

Apart from the above, UNDP also took into consideration the

- Vision and mission of the organisation
- Capacities (in terms of skills, development knowledge and management)
- Resources (quantitative and qualitative; human, physical, monetary)
- Projects handled (different types of issues worked previously and presently; their partners in the past and present)
- Networking
- Credibility
- Organizational structure
- Experience of working with women, youth, artisans, PRIs, government etc.,
- Achievements
- Systems (financial, reporting, MIS)
- Audited annual reports and statements (of the past 3 years)
- Interest, aptitude, and ability to implement endogenous tourism project



Community members who are part of the ETP, Chougan



Mobilising community, Chitrakote, Source Saathi

The implementing agencies varied from NGOs to local self governing institutions (Panchayats - Dzumsa). While at most places UNDP selected NGOs as implementing partners, at some sites they worked with the Panchayats.

The implementing agencies chosen for the project had previously worked in the area though many of them were new to the specific village and definitely new to tourism. At many sites, a detailed PRA, baseline information collection, has helped in designing the programme and making it more specific to the context and needs of project sites. Implementing agencies

and their experience are significant in how the project has unfolded at various places. There is a visible difference in the implementation when a project is conceptualised/ visualised in this manner and is a pointer for future projects and future planning.

The approach of the implementing agency also varied from place to place. DHAN Foundation taking a long term approach, INTACH in Raghurajpur having focused on short term goals, at Chitrakote the NGO Saathi challenged the established hierarchy in the village, while KMVS in Hodka worked with the clear principle of pacing with the community to absorb the concept of tourism.

The implementing agencies at most of the sites have been able to popularize the concept of tourism as an income generator. However the overall picture of tourism with its negative and positive impacts has been less visible to the communities. While in most cases capacity building has been attempted sincerely, preparing the community for managing the project on their own once they exit, has been less successful. But this must also be attributed to the fact that the project was time bound and the contextual factors as well as ability of communities to learn and retain the training given to them differ.

A criterion that can be added as a point is whether the NGO has worked on any government project as the understanding would help in implementation as they would be familiar with the systems and processes to be followed.

The experience of the implementing agency, SOHARD at Neemrana illustrates this:

*"We had no prior experience of working with the Government. We gave them the UC and thought that now work has been done and there will be a release of the second instalment money. But nothing proceeded as the governments file moves from different stages. We started spending the money as we generally do with the other donor money. We should have been informed earlier that we should be reporting frequently with expenditure of money to the BDO or*



*any other officer, we would have followed that process. We sent the account directly to UNDP and DC. We received a reply that the audit and accounts are alright but who will ensure that the work has been done on field? Several officers changed in this process and there was no one to report that we had done these things on field. One BDO who replaced the earlier one, said that how can I write that software has been done because I am new here."*

An area of concern is the capacities and skills of implementing agencies on gender & participatory tools. An attempt has been made by most implementing agencies to involve women, a key stakeholder group of this project, though this is clearly an area where much more thought and effort needs to go into.

Capacities and resources formed two key components of this project. The implementing agencies can be categorised into three - the large organisations (like KMVS, DHAN, BAIF, NIWCYD, INTACH), the middle and smaller organisations (like SAVE, NEST, Saathi, SOHARD) and the Dzumsa (Panchayat). While the larger organisations are able to pool in resources, capacities and skills, the middle and smaller organisations need much more support. This is also the major difference when it comes to funding. If the fund flows are not regular the larger organisations are able to keep the work going so as to not disrupt the flow while for many of the middle and smaller organisations work have had to stop. The worst the review team was exposed to was in Neemrana, where because of funds not being released work had stopped for over a year.

Another question is of the skills and capacities of a Panchayat / Dzumsa to implement a project of this nature. While it was observed that the infrastructure work if seen in isolation was well done, the larger questions of capacity building, involving the community in planning the infrastructure, still remain. In Lachen for example while the infrastructure work was good and corresponded to village development, the Dzumsa has had a poor track record of community mobilization, software implementation, planning and manage-

ment, monitoring and reporting and reflecting back on the work of this project. The implementation of this project was in quite a bad shape and UNDP had to bring in The Mountaineering Institute (TMI) to help salvage the situation.

When compared to the Dzumsa, the NGOs have been much better in planning, management, reporting and in attempting to work on the capacity building activities of the project. However the bigger picture of what an initiative of this nature is attempting to achieve is something the implementing agencies need to think of and link at all times.

A metaphor that was narrated by Kiran Vaghela, Hunnarshala is helpful to understanding one aspect of the role implementing agencies need to play in a project of this nature. When one of the bhungas (hut) was completed Kiran bhai asked one of the artisans helping build the resort, *"what do you feel about this bhunga, as we have not followed the traditional toilet style, the space inside, do you like it or not?"* The artisan replied, *"On the one side there is the tourist and the market, on the other side is us, with our traditional skill, and you (NGO, architect) are being able to see both sides - have planned / put it together. We have been practicing thatch for very long, but you have pointed us a way. We have just started understanding and still need some help".*

The implementing agencies are responsible for the capacity building part of this project and the District Administration for the infrastructure. The synergies between infrastructure and capacity building are extremely important and as long as it stays in two hands it is difficult to coordinate. With the near implementation of the first set of sites – both GOI-UNDP should assess whether the infrastructure work plan can also in certain cases be handed over to the implementing agencies so that there is a synergy with the DC overseeing implementation. Though this would be a complex and tedious process to ascertain credibility of NGOs and a system of strict monitoring and regulation would need to be put in place if this step is implemented. The

advantages of this shift would be greater synergy between infrastructure and capacity building, and the role of the DC moving to an oversight role. Also this is a step that will not be possible at all sites and instances such as these the DC without prior discussion with the implementing agencies must not sanction any infrastructure activity.

### Role of Architects

A regional panel of specialised architects were created by UNDP in 2005 to support the district administration in facilitation of the hardware work plan so as to ensure adherence to local building styles, materials, involve local craftsmen and ensure community participation in the conceptualization and implementation of infrastructure. The district administration was encouraged to use this support if required.

The architects were brought in an advisory capacity. On engaging with the project they realised that the role involved much more such as identification of site, discussions on technology and design. This shift to a more hands on role was something each of them was willing to do. The architects we met were competent to deliver on the techno-social role that was expected of them. They were aware of traditional art and craft and vernacular architecture and the role of community in such construction. They saw this as an opportunity for revival and also as an occasion to showcase the richness of knowledge, skill and tradition of rural areas.

The architects had the role of engaging the communities, the village level institutions as well as the DC in the implementation of the infrastructure work plan. The role of the architects was also to support the DC and add value to the decision making on infrastructure. What they suggested was not binding on the collector's office at all (as the construction was handled by the government body). Some of the DCs made very good use of this resource.

When the architects were brought in at some sites a large part of the infrastructure was already completed and because of this they were

unable to influence the output. During discussions with them they were all of the opinion that they should have been brought in from the very beginning. This would have helped in developing a relationship with the community which is of utmost importance. Through continuous engagement they would have been able to involve the community in discussions on their vision, how they see it, what could be the style of architecture for constructions, what materials, technology could be used – all of these would contribute to the local communities sense of ownership and that they truly have the decision making powers. Another crucial role that the architect needs to play is to help in the process of identification of local artisans and see how they can be integrated into the project as this will encourage the skilled artisans to innovate, design aesthetically, bring in creativity, revival and passing down a legacy of traditional methods.

The architect, like the implementing agency, should also have a thorough understanding



Shaam-e-Sarhad - The design and layout of the resort is based and inspired from the form and structure of the villager's homes in their hamlets, Hodka

and be able to balance between the needs of the community and that of the tourists. As explained by Kiran Vaghela, Hunnarshala, *“we have followed their language, their construction but have changed it a little according to the new function that it has to perform. They are not just a worker here but they are thinking, expressing, contributing, and have a sense of ownership. Small changes in attitudes that you express and how you treat them can make a big difference”*. He also goes on to explain the process and approach they took that helped them in Hodka. *“The difference lies in the approach. In most professional cases they give the design; it is approved and carried out like an activity. But here in this project we (architects) co-evolve the design, involve many people in the design and trust them. It was a new kind of practice. We need to design in a dynamic manner where it starts from the studio and moves to the construction. When you respond in this manner then you are able to build the confidence of the community.”*

Lastly as the role of the architect is an extremely crucial one, UNDP has initiated a process with the empanelled architects to conceptualise and concretise their inputs in future rural tourism project with greater clarity. This is a very positive step.

#### **Monitoring, review, reflection**

Apart from conceptualising the project details, the other crucial role played by the Gol-MoT and UNDP was to monitor and review the progress of the project. Considering the pilot nature of the project the flexibility that was built in has resulted in useful course corrections. Also to aid this process Gol-UNDP set in place quarterly activity and financial reporting as well as annual regional and national reviews alternate every year.

The format for the quarterly activity report looked at assessing the planned activities for the duration vis-à-vis status (completed, partially completed, yet to start). The implementing agencies were also asked to report on any non-plan activities taken up, and reflect on the reasons for success, failure, the learnings and to anticipate the support required from the district

administration & UNDP in the coming quarter. While many of the implementing agencies have documented the activity status, few have actually reflected on the reasons for success, failures and learnings (as an implementer and from the perspective of the community – institutions build as well). Also from the reporting what is not clear is the follow-up to the demands that the implementing agencies made to the district administration & UNDP as that does often get reflected in the next quarterly report. Another aspect that can be included in the report is the next quarter's action plan. It is also recommended that the implementing agencies write in a slightly more narrative style (has differed from agency to agency) which attempts to capture the processes, who was involved, what are the short-term and long-term outcomes and results, how does one take this work further, etc so as to make this process more reflective for themselves and the community.

In regard to the financial reporting, two aspects that can be included is the contribution that has been made from the implementing agencies side. Due to the small administrative and coordination budgets allocated a number of the implementing agencies have put in their own resources to ensure continuity and this is a way in which their contribution can also be recognised. Secondly it is crucial that when they plan for the next quarter activity, they are also budgeting for those activities. In this way the fund flow can also to be streamlined.

The annual regional and national reviews alternate every year. The attempt has been to invite key stakeholders (MoT, UNDP, District Administration, State Tourism, Implementing partners and architects). Also most stakeholders were present at the annual workshop; there is no mention of the community members participating during the regional workshops. Community representatives (Heads of VTDCs) have participated in the project workshops at Bangalore (March 2008) and Delhi (June 2008). While on the one hand these workshops were to address problems and find solutions, these



spaces must also be seen as a genuine and honest space for review, reflection and learning at all levels. This is a serious lacuna and must be incorporated if the project is to add significant value by capturing realities & experiences for the future. Another point is the participation of the State Tourism Departments who are present in all meetings. What is unclear is how they link to this project as except for 1-2 implementing agencies most have not yet considered linking with them.

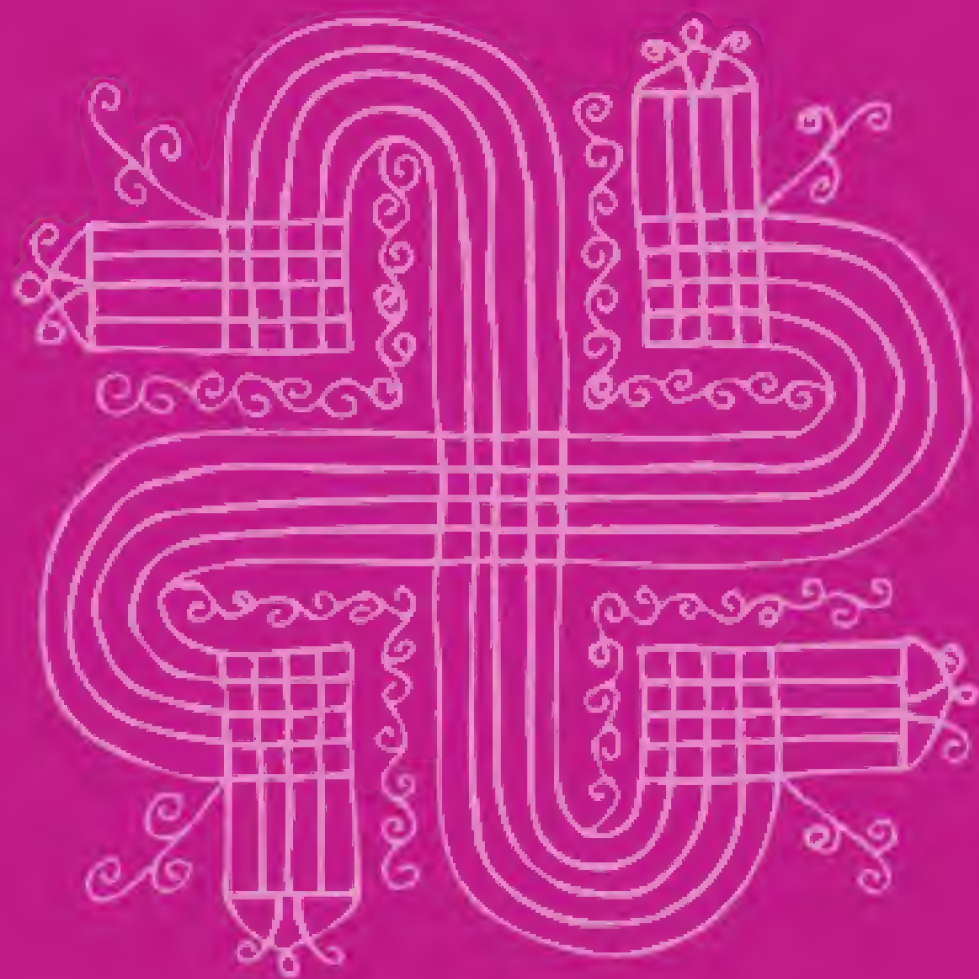
In discussions with UNDP officials it was said that the large number of sites and involvement of so many institutions and stakeholders in the project made it difficult to keep track. Prema Gera, UNDP said, *"We realized that 36 sites were too much to be selected as it then involved 20 states which mean 20 state tourism departments and further the entire travel trade in all the locations. We did a mid-course shift, identified 15 sites who were given strong handholding support. All of the NGO partners involved in the project also had no experience with tourism. They saw the potential but really didn't know what should be done"*. The role of the MoT and /or State Tourism Departments in bringing in the

expertise and understanding of tourism (which is supposedly their core competence) does not seem to have been integrated or suggested by the Ministry itself!

There were also plans to establish a facilitation centre within the Union Ministry of Tourism for the proper coordination between the various State Departments and other Central Government ministries like Rural Development, HRD etc and conduct national level seminars on gender sensitivity. However this is an aspect that has not yet been taken up and should be worked upon as it would be extremely beneficial to the MoT when they need to completely take charge of implementing rural tourism projects. The function of the facilitation centre could also be expanded to look at other aspects that would help in implementation. At most sites, the community members were unaware that this was a joint project of the GoI-UNDP. Many perceived it as a UNDP project. It is crucial that the Ministry of Tourism understands the criticality of its role and performs in a manner to ensure that the twin objectives of tourism and development are always within the frame of implementation.



# Recommendations & Guidelines



## 8 - Recommendations And Guidelines



We capture the key learnings that have emerged from the review process and link these to the key recommendations that emerge. These recommendations are broader, take into account the overall observations and learnings and bring to bear the review teams own thoughts and

inputs based on its experience and reflections. The detailed and more specific recommendations that emerge from each chapter have been presented in the form of guidelines linked to the major sections of this report and feature at the end.

### Section 3.1 Tourism Context and Development

#### **Centre for Learning Innovation and Practice on (Rural) Tourism**

A community-based rural tourism project within the commendable objectives of addressing development and tourism as in the ETP-RTS is complex process. It is recommended that due thought and attention be given before expanding rural tourism sites in the country as each sites needs focused and individual attention. The Ministry of Tourism has attempted to work on the agenda stated in its policies – these must not be diluted because of the complexity of the task and its long term nature. Rather processes must be built in to engage on this with rigour. One of the ways this could be supported is the establishment of a Centre for Learning, Innovation and Practice on Tourism

The Gol-UNDP project document mentions the establishment of a facilitation centre within the Union Ministry of Tourism to help integrate and coordinate the endogenous tourism efforts with corresponding state tourism boards and other Ministries of the central Government such as Rural Development, Social Justice and Employ-

ment. It also talks of establishing an incentive fund to encourage the experimentation, replication and dissemination of practices and establish an Innovation register.

We recommend that this idea is pursued and a suitable structure for this is developed. This is envisaged as a coordinating and synergizing body. We further recommend that a Centre for Learning, Innovation and Practice on (Rural) Tourism be set up by the MoT. We are not seeing such a centre as a project management tool, but as a resource centre to put together and share learning and best practices. The community members of VTCs, experts, resource persons associated with the ETP pilot projects, who have been involved in the ETP and have been “successful”, could be associated with such a centre. They could be tapped into as a pool of resources to help other sites learn not just from successful models but reflect on what is happening at that site. In some ways, what we are suggesting is that the resource pool facilitates processes and not just practices.



Some of the activities of such a resource centre could be:

- Facilitating and handholding of institution building processes
- Organizing and designing exposure visits – better planned, based on a diagnosis of the issues and context of the site and then an appropriate exposure can be planned. Members of one site can learn from members of another.
- Learning from different kinds of models – aspects from Choti Haldwani in Uttarakhand, Sunderbans in West Bengal etc or other interesting examples from other parts of the country.
- Develop handbooks and material to be used for capacity building
- Research and documentation: Discussions with the architects panel members brought in some very interesting ideas. Study vernacular architecture and develop technical guidelines for them. The vernacular architecture of the regions to be accepted as a building typology. The area of tourism research is critical and a clear need.
- Innovative practices on marketing of such tourism. Best practices on mitigating undesirable impacts, and assessment of impacts etc could be on the agenda.

Such a centre could also provide very valuable inputs into the policy making and strategising on rural tourism as it will generate perspectives from the ground, based on peoples experiences and aspirations.

### **Communities choosing this intervention**

The choice of which sites to chosen seems to have been made primarily on the basis of their tourism potential. The social capital and informed choice of the communities, and their readiness, was not taken into account. Had the PRA exercise been conducted as a pre-condition to the choice and decision to engage in tourism, the community decision and the understanding of the tourism USP may have been much better. When communities are faced with the offer

that if they said yes to a project it would bring them huge economic benefit and large sums of money would be spent in their village it is very unlikely that they would reject such a project. The experience of the ETP indicates that sites (e.g Hodka) which relied on more organic processes to develop the rural tourism product were more successful.

### **No Standard Model or One Size Fits All**

The scale of the ETP and RTS is very large (currently around 125 and a 100 planned over the next 5 years) and the holistic objectives are commendable. However, when communities engage with tourism it must be recognized that the scale at which a particular site engages will and should vary depending on a set of contextual factors - intrinsic and external. Tourism cannot and will not be the solution to the rural crisis – and the introduction of tourism must not be seen as a substitute for more stable and sustainable livelihood options. This is critical particularly as tourism is an activity that is based on consumption, and it seeks to substitute in the rural context, livelihoods based on production.

Rural tourism projects should be customized to each sites particular characteristic. A standard “project” formulation may not work. e.g in Chougan – what the ETP has successfully triggered off is the alternative (and perhaps more sustainable) livelihood options. This must be viewed as a success. The tendency of tourism to go through a life cycle of exploration, consolidation and decline is well known. Equally well known is the inadvisability of over dependence on tourism. Policy makers tend to oversell the benefits of tourism and there is not enough of substantiation or research data on the distributive justice of tourism as a development tool.

Expecting each of the sites to fit into a standard model, in a project mode is not the best way to go ahead. Some sites depending on their situation may choose to engage in a

process in which a very small section engages others in which this a significant section of the population of the village. How much of the village overall economy is reliant on tourism will also vary. The time they will need will also be different. The pace will also be different. Therefore projects cannot have a standard 3 year, 50 lakh hardware, 20 lakh software formula across the board. This will inevitably lead to “mis-utilization” or investments that are not appropriate, but done just because the project funds are there.

The ETP in allocating the same time frame for the implementation of the project all sites without consideration of these characteristics was perhaps being unrealistic. This is another dimension that needs to be considered. Given the objectives and complexity of such a project, a minimum of 5 years needs to be given to enable pre-selection and capacity building and stability of community institutions.

### **Taxation and subsidies**

Given the tax holidays and subsidies that MoT has demanded for the tourism industry - developing land banks, subsidized electricity and power, it is surprising that not much thought has been given to the (state) tax regime under which these projects are subjected to. This must be clarified on priority before the units go operational. It is important that some innovative and creative options be worked out in order that entrepreneurship at the rural level is stimulated. Many rural projects have voluntarily come up with contribution to the local Panchayat. This is likely to increase the sense of ownership of communities as they can be sure that the profits will be ploughed back into development funds for their community. This could be institutionalized and rationalized as the tax equivalent. A promotion and marketing support fund could be set up.

## **Section 3.2 Tourism Product, Infrastructure Development and Marketing**

In terms of competitive advantage, the attraction (including its authenticity), quality of service and facilities, the destination’s accessibility and pricing are key factors - When going over the list of sites the review team visited, this has been a very important factor that has distinguished between success and failure. As the USP and competitive advantage has very strong links to the tourist profile - this needs an additional layer of positioning (presenting the product) and marketing to ensure success. Keeping this at the centre of the planning, implementing and review by MoT, UNDP and the implementing agencies was an important role and unfortunately has not happened in many cases. Clear business plans and clear marketing strategies to ensure commercial viability of these ventures are critical. Linking with the state tourism departments and

ensuring that they acknowledge and promote these sites as part of their circuits would be an important step.

### **The USP and the Tourism Product**

With the success of the MoT’s Incredible India campaign and larger and larger proportions of budgets being allocated for promotion - the temptation to promote the “rural tourism brand” will be high. The website, brochures and promotional material already produced point to that direction. While the project is meant to attract tourists and there is nothing wrong with that - the MoT should delve deeper into the fundamental issue of what the rural tourism product really is, the reality of the rural communities, and how they wish to be portrayed.

The website on rural tourism says nothing about the community ownership and community control. It does not suggest that there be a set of mutually respectful “conditions”. Neither does it highlight the developmental agenda of this intervention. The unstated (or perhaps unconscious) assumption seems to be that saying this will somehow “spoil the party” for the tourist.

If the MoT and UNDP are serious about the fact that this intervention is as much about development as it is about tourism then wishing away the development dimension in the promotion of these sites is inexplicable. Rural India today is reeling under a crisis of food and livelihoods and growing poverty. It is not only about idyllic lives or folk dances, quaint costumes and crafts. The romanticized portrayal of rural India in current promotional material of the ETP is indeed unreal and even insensitive to rural realities.

### **Positioning and Promotion**

The position and promotion should be people centric and not only market centric. Given the MoTs interest in positioning itself vis-à-vis responsible and sustainable tourism – it must take an ethical and developmental position on this issue.

The MoT-UNDP should see this was also a powerful opportunity to impact and change the minds of tourists. The promotion of the rural tourism projects should encourage potential tourists to “see” more than just the product or the wonderful view but actually be willing to experience, be impacted, and even a little changed by the experience of engaging with the rural community. This project provides a rare opportunity to try and transform the nature of tourism – from its mass consumptive nature to something which had the elements of interaction, learning and human contact as well.

### **Sensitivity to local cultures**

The section on home stays details the opportunities and dilemmas related to home stays in a rural setting. While the ETP project has not pushed for either home stays or centralised accommodation, it has recognised that home stays allow

for more decentralised benefits both in terms of economic benefits and in terms of varied and more authentic experiences for tourists. What is interesting is that the rural communities seem to be demonstrating a preference for centralized accommodation option rather than the authentic home stay. It must be acknowledged that the jury is still out on this aspect. Examples in ETP mentioned in the chapter show there are many social, cultural and economic reasons why home stays will not work or will work in a limited manner. Culturally – “hospitality as a commodity” - the idea that one’s guest pays for staying in one’s home is difficult to accept. Also modes of interaction and the behaviour of the tourist are criterion (some community members reported foreign tourists as being more at home than domestic tourists). The MoT has been a vigorous promoter of the home stay idea – the B&B scheme – seeing it as an answer to the tourist accommodation deficit. This may work in urban areas – but a strong pursuit of this strategy in rural areas may not be advisable, without more feedback and research. The review team wonders if the home stay option would be the preferred choice if community members had an opportunity to economically benefit from a centralized accommodation option.

Another aspect is the links of tourist profile to undesirable impacts of tourism. How can we ‘filter out’ tourists who might have an adverse impact on the host community’s culture and values?” Could a combination of pricing, positioning and experience be designed to narrow the appeal to a specific tourist profile? The suggestion that the tourist be “screened” is not accompanied by a practical way of going about this. There is also an element of risk about a stranger coming in and living in one’s home or in one’s village. Research on tourism in rural areas of Goa, Kerala and Orissa have reported clear links between child sexual abuse and home stay/and or easy access to children.

It would be important for the Ministry from a policy perspective to approach some of these aspects of positioning vis-à-vis local cultures more cautiously, as the risks, levels of comfort and



willingness of the communities to embrace this option must be studied with a sense of openness and objectivity.

### **Crafts and Traditions**

While meeting the needs of the market is certainly an important goal from a commercial viability perspective, the dilemma also is about how such a project can help preserve traditions in their 'pure' form. Here we do not mean to suggest that traditional crafts have not evolved and have not responded to changing times and changing needs. This is perhaps has been the greatest strength of our artisans and our crafts and one of the main reasons why they have survived. However it is factors and spaces like tourism that are increasingly playing the role of 'the new patrons' of such skills and traditions. In such a case it is not enough for the ETP to see how the artisans can fit into the market but also to be able to play the important role of a patron which is to appreciate, preserve and support art and skill for its own sake.

The communities could be linked from the start to craft sales centres or emporia, so production moves and does not wait for the tourists. Market linking of crafts into mainstream markets or fair-trade linkages may be useful steps. The more typical MoT approach of festivals as in its mainstream activity should be avoided. Craft or agriculture based workshops where tourists come to learn and that being the space of interaction. For instance aangan (courtyard) based pickle making, local cuisine based cooking, weaving, music, crafts, and horticulture could be considered.

### **Transforming Tourism and Tourists<sup>1</sup>**

The ETP needs to be designed so that the community participate in the entire ETP process from the very outset, and be made aware of the pros and cons involved – well before the project is initiated. If we accept this as a developmental project, we must accord the community agency to actively participate in and give

shape to it. Community engagement in the process of decisions on infrastructure (what, why, where, design – how was it taken, how much money has been spent on it) have been low. Often the views of the community have not been sought and in many instances the process has been top down. Empowering the communities to think, choose and shape what kind of tourism and tourist image they wished their village, their home and their locality to be is a central aspect of this project.

This process must also include the dimension of "transforming the tourist". Relegating the tourist to a passive consumer, an extrinsic agency is equally dis-empowering, and will adversely impact its success. There is a flourishing of all sorts of ethical/responsible tourism groupings worldwide. They regard actively engaging with and contributing to local developmental processes as intrinsic to their tourist experience. In other words, they see no diminishing of their 'value for money' by virtue of this engagement – on the contrary, they find it far more enriching and personally fulfilling. This affords us the possibility to reconceptualise 'tourism' as a 'cultural exchange' framed within a developmental ethos, driven by both the agent communities and facilitated by the NGO/state/other intermediaries.

'Some of the creative triggers that can be considered for this are as follows:

1. Individual make-up and disposition can be positively affected by careful design. Opportunities exist right from the very first 'touch-point'—awareness.
2. We must work from within the tourist's disposition for novelty and adventure, and habitual comfort and sense of security. Preparing her/him for the experience helps.
3. There is no reason to believe that the Indian tourist is exactly the opposite of the foreigner. Positioning and education can go a long way in aligning her/his expectations closer to the actual & available experience.
4. We can reconceptualise 'tourism' as a 'cultur-

1. Grateful to Arvind Lodaya, (advisor to this project) for allowing us to use his ideas and words for this section

al exchange' framed within a developmental ethos, driven by both the agent communities and facilitated by the NGO/state/other intermediaries.

5. We can use a combination of pricing, positioning and experience design to 'filter' the tourist. We can learn from business models such as clubs and timeshares.
6. Deriving workable typologies of guests, comprising various attributes for each type
7. To stimulate and enable mutually rewarding interactions between hosts and guests – as individuals and community – that nurtures their feelings of co-ownership, gratitude and achievement. Staging interactions between the guest and host communities at various stages of the ETP project – from concept to

maturity. Enabling both communities to participate in an 'experience audit' and the creative innovation and design process.

#### **Facilities & Infrastructure**

It may have been useful for the sites to see what they should have invested in as infrastructure under the Rural Tourism Scheme and what should have been accessed through convergence with other government schemes for general development. Roads, renovations of monuments, old buildings – are large budget items. As the cap on infrastructure budgets was 50 lakhs the spending should have been on areas that would significantly leverage the livelihood and tourism potential.

## **Section 3.3 Tourism Impacts**

Any tourism, endogenous or otherwise, has the potential to social, cultural and environmental damage, if left unregulated to market forces. The success of the ETP should not be judged by the economic gains alone (which are no doubt important) but by the level of improvement of the social justice and growth of social capital as well. Even and equitable distribution of the economic gains among all the participating communities and individuals needs to be ensured. The community does not seem to be aware of the issues that may come up once tourism grows. Awareness building through the development of Community based Tourism impact assessment is one way of doing this. Tool kits need to be prepared and shared with the communities once such initiative is taken. An impact on local livelihood and access to environmental resources at the cost of the local needs is to be monitored at a regular interval by the VTC.

#### **Capturing data at the level of the site for learning**

What was evident throughout the review is how little reliable and valid data was being captured

and analyzed at the level of the site in order to find out what was the real progress and benefit of the project. None have any system of collecting and analysing data related to benefits and impacts.

A system must be developed to collect and analyse the information regarding tourism related activities at the sites. Communities should be empowered and their capacity should be built for this activity. This set of statistics collected on site should become a tool to be used by community to understand and review their own progress and also to be used across the entire project sites as a whole to plan and make course corrections.

This should also be seen as an important and integral part of the monitoring & review process. The data collection should comprise of:

1. Sites should be encouraged to develop baseline data through a PRA. Implementing agencies should be well trained in PRA. This is critical as PRA is an important tool for data generation, group mobilization, as well as a

- way to generate the sense of motivation and ownership about the project
2. There needs to be a system of consistent and simple data collection formats and systems developed at the local level - tourist arrivals, their profiles, requirements, demands, what they spend on, levels of satisfaction, how they learnt about the destination etc.
  3. Income and impacts should be disaggregated by development and tourism objectives – gender, poverty, caste, marginalization, livelihoods, economics and distribution of benefits.
  4. A participatory community based impact analysis can then be done to find out e.g.
    - How many people have moved from the low income to middle income groups after being associated with the project?
    - Gender impact - change in the roles / of women engagement with the project
    - Employment generation
    - Increased in the ability of the less powerful and marginalized to participate (e.g having home stay facilities, engaging directly in service provision, crafts etc)

The generation, consolidation, and analysis of this data is essential for a factual assessment of the project impacts at local level and consolidated across sites. It will help the MoT to test its hypothesis that tourism can indeed be a relevant development intervention in the rural setting. With tourism coming in, the risk of commodification of culture and traditions is there. One hopes that community control will avert this inevitable impact but as of now there are no particular safeguards to avert this phenomenon, or significant discussions on the issue in most sites.

Given the pilot nature of this project the importance of this data and analysis cannot be underestimated. From a policy perspective, this will feed into the assessment of Ministry of Tourism's intervention of expansion of rural tourism.

Most sites are thinking of a building / space that will work as the tourist information / interpreta-

tion centre – but this has not been conceptualised very clearly as to what will be the function of this centre will be. It would be useful to see if these centres could be spaces for local communities to present their own histories in creative and local ways. It could also be conceived as useful spaces to handle data generation and impact, gather information about tourist profiles and have rudimentary tourism impact assessment cells running out of these collective spaces. Basic information technology based resources such computers / internet facilities could be manned by village youth for bookings etc. It could also serve collective village needs and not only serve tourism. The youth in the village could be trained to run this.

### **Managing and mitigating negative impacts**

Common property resources are often privatized by tourism as its property and this must be checked.

Waste management and garbage were universally visible and acknowledged as a serious issue. Zero waste projects must be integrated into all projects.

The aspect of sanitation however has simply not been taken up seriously by MoT UNDP and the implementing agencies. This seems to have been addressed only to the extent of acknowledging the need to provide clean toilets for tourists. It is really sad that in many of these “picture postcard” destinations basic sanitation did not exist - open drains, no public toilets or community toilet facilities. That the project did not insist or leverage convergence opportunities to ensure that basic sanitation, drinking water, hygiene were assured for the community is rather unfortunate. We wonder why these were not addressed and touristic artefacts like decorative gates or car parks seem more important. All ETP projects must have a common minimum programme that ensures that on aspects of hygiene, sanitation, drinking water and primary health of the residents are privileged first and the tourists come next.



**Charters and Guidelines**

Through the charter evolving process the community needs to decide what kind of tourism they want, what they allow, what they disallow, what makes them proud, what they want to offer? This has the possibility therefore of not being a mechanical exercise but a powerful process of helping them to search for and articulate their identity. Where communities have come up with their own charter which has clear defined lines as what tourist's should not do in their village, it has increased their feeling of belonging and responsibility.

The project has tried to include the marginalized sections, backward castes and classes, women and poor to a certain extent. The economic benefit of these sections of people through tourism development has depended largely on their own capabilities and to some extent on their financial and social background. Charters and guidelines would help ensure the meaningful participation of these marginalised sections.

## Section 4 **Equity, Empowerment, Social Justice and Development**

ETP was conceptualized within an overall framework, objectives and principles which are holistic, ambitious, which introduced the idea of processes along with "products" (place, craft, cultural assets of communities etc), and placed at the centre the notion of people centred development and people centred tourism. Thus development and tourism were twin goals. The MoT and UNDP are faced with the challenge of devising ways by which the tourism product get a "value addition" because it is tightly integrated with development processes (of empowerment, asset generation, enrichment equity etc). This development is not a side agenda but the co-agenda in order to add value to the tourism process.

**Project vs Process**

In its implementation the ETP has got into a project based mode and has tended to collapse timelines and get product and results oriented. This has resulted in the important development goals of equity, gender, empowerment and social transformation being sidelined and the tourism

product part of the project being privileged. While we are not suggesting that the ETP is a one stop solution for ensuring goals such as equity and empowerment, we believe that this component is a valuable and critical one if one were to aim at people centred tourism. Therefore it is important that in the future the MoT not dilute this goal and end up reducing the rural tourism scheme into a mainstream "tourism as usual" project.

The use of terms like hardware – software sometimes resulted in oversimplifying and even trivializing complex concepts and processes and must be used with caution. The 'software' component for instance involves community mobilizing, social change and transformation, institutional building – each of which are complex and difficult processes. Similarly equating endogenous tourism and transformative tourism is interesting – but it is critical that the MoT and UNDP ensure that the implementation and processes of the project indeed work towards transformation.

### **Decision making and conflict**

In implementing a project of this nature which is essentially a social and economic intervention several conflicts are likely to surface. Some not inherent particularly to a tourism project, but simmering or underlying conflicts and tensions which exist anyway and come to the fore when a project like this is introduced. Others could be attributed particularly to the challenges to status quo or social orders or existing power structures that the project deliberately introduces as part of its agenda of social change and the resultant forces that are then unleashed.

Taking everybody into confidence is, different from giving everybody a space in the decision making process. Everybody in the village, irrespective of caste and class ranking, has the right to know the details of the project. This hold especially true for the Panchayat, who is the governing body at the village level, must be kept informed on a regular basis about the project. Those who are the current gainers of the existing tourism, or those powerful ones who aspire for gaining out of the ETP would try to dominate the scene. In their presence the weaker sections of the villagers and women will never be able to enjoy equal status and equal say in the functioning of the project.

All levels of implementers must work with a greater skill and ability for dealing with conflict, and be willing in some instances to surface conflict, as a project of this nature is inevitable going to generate some.

### **Rights, Legislation, and Obligations**

Ensuring that minimum and fair wages are paid, ensuring there is no child labour, ensuring that men and women get paid the same amount for similar work must be considered non-negotiable in the project.

### **Challenging the status quo**

The choice of implementing agencies must be made against clear, public and transparent criteria. Since the community mobilization, social justice and developmental agenda of the ETP are central, the ideologies of the NGO's must be examined carefully – as this will have a key impact of how they understand the project itself and what they prioritize. It will also have an impact on what they see as acceptable and what they challenge in terms of social transformation agenda. NGOs that themselves did not see caste or gender discrimination as problematic, simply let these aspects go unchallenged on the ground.

While the project document laid a strong emphasis on gender equality and women's development – and laid out a series of steps in this regard, the ETP in its implementation has worked with “this can come later” let us get the tourism part right first. Often stereotyped portrayals of women, tribal communities have persisted in the institutional processes as well as promotion.

Issues of caste discrimination and other forms of marginalization have largely met with the same fate. It is critical that the Mot UNDP revert to the original project objectives and re-architect timelines, deliverables and indicators to address these important goals.

## Section 5 Institution Building

Institutions are primarily holders of ideas. The ETP attempts to propose a different idea of tourism. When it builds institutions to take this different idea forward within existing structures of the rural society – two things may happen – the structures may be challenges or they may be compatible with the existing structures. It is important that the process of institution building recognize this as the ETP is proposing not just the objective of tourism development but also social justice and equity objectives.

### Appropriate timeframes

Many implementing agencies felt that the time limit to enable the community to understand, develop and participate in the tourism industry is just not enough. 'There must be adequate time and resources available to communities. Programs that have three-year duration are too short to mobilize and enable communities particularly tribal and nomadic to accept tourism, develop skills, and implement initiatives where benefits resulting from tourism can be produced or measured'. The ability of community members to take leadership to address and resolve crisis or gridlocks will be a critical factor in order that the dependency on implementing agency shifts and that the strength and stability of the institution building is tested.

Working with the twin objectives of development and tourism itself offers a significant challenge and would require timeframes that in all cases would go beyond the given timeframes of the project. Apart from this, even from just a tourism perspective alone, to achieve some degree of stability, to get the institutions working, building them strong to servicing the tourist, will need time and will only come with tourist interaction. What is critical that time is given and things which need time are not rushed because of project closure? Since the timeframe of the GoI-UNDP project is till December 2008, the implementing agencies are under pressure to "hand over" to an unprepared community in many cases.

Time frames should also have a bottom up approach rather than the top down. Examples of misuse, corruption, lack of accountability for damaged property are many and there seems to be no clarity on who should be held responsible for these serious lapses. In the structure and formalizing of institutions we saw many examples of them being formulated on the basis of trust – which was not given time to actually develop and solidify. As a result many crisis and grid locked situations have developed. There is need for proper documentation of contracts and taking care of statutory and legal aspects of institutions especially as business models, assets and the shift in power structures are involved. These need to be built into guidelines.

### Entrepreneurship models and community institutions

The various entrepreneurship models – private-community partnership, community-credit institution, community – tourism network, PRI integrated tourism planning development initiative that emerge in the course of the project need to be studied closely in terms of effectiveness. It would be valuable to understand the links between the emerging entrepreneurship models, community institutions that therefore did or did not evolve and impacts in terms of community benefits and "successful" tourism in the long run. It would be important for the MoT to commission a serious study on this.

It would be interesting to study further the experience of communitisation of various sectors that the Government of Nagaland has undertaken.

The concept of communitisation was introduced in 2002-03 following the enactment of Nagaland communitisation act on public institutions and services. The government in phases handed over ownership and management of education, health care, water supply, electricity, tourism and bio-diversity conservation to the communities. Communitisation consists of a unique partnership between the government and the community involving transfer of owner-



ship of public resources and assets, control over service delivery, empowerment, decentralization, delegation and building capacity – all with the aim of improving the delivery of public utility systems.

It also demands ensuring accountability of government employees posted at the service delivery level to local communities and control of government assets by village committees including the responsibility for maintenance, amelioration and augmentation of assets. As such communitisation is based on triple 'T' approach. Trust the user community. Train them to discharge their newfound responsibilities and Transfer governmental powers and resources in respect of management.

The Nagaland government has been selected for United Nations Public Service awards in 2008

for communitization programme in recognition of its innovative use of rich social capital.

### **Scale and prerequisites**

The MoT will be taking forward this intervention and needs to address the issue of scale vs. its own institutional resources to take forward such an initiative without sacrificing one or the other goal.

A set of simultaneous factors may be considered as necessary to simultaneously exist before a site is considered suitable for the ETP : basic developmental needs are in place – sanitation, water, access to health services, education; social capital and readiness of the communities to engage; strong tourism USP or product; availability of a suitable implementing agency with ideological and community mobilization capacities.

## **Section 6 Capacity Building**

If the choice of the implementing agency was to be made primarily on the basis of their ideology and on their experience of mobilizing communities, then aspects of capacity building (which is what they were also being relied on to deliver) could be handled by people or agencies that had specialized expertise. Tourism seemed to be the area of expertise that was least addressed in capacity building. It is critical that the Ministry mobilises itself to deliver on this front. Perhaps its own capacity building fund could be used to formulate and ensure a more thought through process, bringing in the required expertise to help communities understand and engage with tourism in more aware and confident ways.

Capacity building need not always lead to acquiring specific skills, and could also be seen as creating the space for building or articulating perspectives. There is not much awareness amongst the community in many sites to why there is such a great emphasis on vernacular architecture. Their reflection is limited to an extent that 'tourists

want to stay in accommodation which resembles and suits the rural ambience'. The broader vision of use and relevance of local materials, providing opportunities to local vendors and benefiting the local economy as a whole is also part of capacity building.

As a part of this project, many critical tools have been developed – baseline surveys, tourism perspective plans, questionnaires for institution building and sustainable tourism, site readiness, etc (refer annexure 3-7). These tools have been created to serve different purposes – to help communities and implementing agencies to plan, reflect, monitor and 5-10 years down to do a comparative analysis to measure the impact of the project. These tools have been an interesting way of building capacity and it would be worthwhile that they be further worked on and fine-tuned to help serve and add value to the objectives as well as for future projects of this nature.

## Section 7 Project Management

### Planning Processes

The review team saw many reports as well as budgets with action plan items, but did not see an overall project plan. Since this is a first of its kind venture, process support and a detailed management plan for each site would go a long way in helping implementation of the project. A capacity building plan, which would emerge from the detail plan, would also help in phasing these requirements so that the community and the NGO are prepared to engage in and take inputs from capacity building programmes.

### Convergence

Convergence of various schemes of the Government is one of the important elements of the project. Until and unless this sort of facilitation centre is developed the two point approach of the project of tourism and development cannot be taken care of. A point person in the office of the DC may be a way to provide the support so that the experience was of facilitative and not blocking. This is important as the experience of what seemed a unilateral approach to funds release from the DC office was common to most projects. For example the link to NREGS or the JNUURM or housing schemes are areas to be explored.

### Appropriate Management and Coordinating structures

Since ETP has a small budget the appointment of an independent officer to handle the fund may not be feasible. Not only the DC, but officers at different levels of district administration, like the Chief Executive Officer and the Block Development Officer, are found to be handling the project in different sites. Moreover, these posts are subjected to transfer and posting. Thus keeping track of the project at different stages is very difficult for these officers who are responsible for, as the say, many larger responsibilities.

A committee comprising of officials from UNDP, MoT, 1-2 representatives from the advisory experts, implementing agencies, DC and Panchayats, VTC representative should be constituted as a coordination body for each site. Its role would provide stability of oversight, keep track of the progress of the project and resolve blocks and conflicts related to its implementation. This committee would also ensure alignment between the overall project goals and principles and what is happening on the ground. The committee should meet on site once every 6 months to take stock and agree on broad directions

### Funds and Financial Management

Funds allocated for hardware and software have been reasonable. The implementing agencies have felt that they were very poorly compensated for their coordination work. On the project related activities, based on the stability and strength of the local institutions, the size of the budgets need to be decided. Financial planning and management is another critical area. Financial planning related difficulties, like low wage rate planned where skilled masonry is required, cash flow problems etc have been show stoppers.

Provisions for a maintenance fund could be considered and could be enhanced by the revenue generated. An example of how this works is from a community forestry project, where the period of lease to the village cooperative had almost a direct correlation with the kind of species chosen to be planted, of long duration and ecologically useful or short duration and quick money. The lease here represents ownership of the community, thereby giving them enough assurance to plant long gestation but ecologically useful trees and plants. Similarly, provision/ creation of a maintenance fund could positively impact the kind of construction/ structures taken up.

### Reflection, monitoring, review and learning

It is important to go back to the original project document and constantly check alignment and progress against the project goals and objectives. Space for continuous interaction across project implementers and beneficiaries is really necessary. There should also be interaction with other examples of community based tourism like Choti Haldwani. This would initiate learning across areas, and also use of experiences so that similar mistakes are not made and reinvent-

ing the wheel is avoided. It is also essential to plan these in a manner so that it initiates discussions to maximise learning opportunity. As the funding support is a relatively small amount, the infrastructure and other activities planned are screened and thoroughly discussed from point of view of usefulness, support to livelihood, and support to tourism activities. Documentation of project progress, achievements and learnings is an important area where action is required.

## Guidelines

The section on Guidelines attempts to put together the more specific suggestions, thoughts and recommendations that have emerged in the course of the review. It is hoped that when presented in this form, it could also be considered by communities, implementing agencies and policy makers when they evolve and arrive at their own guidelines and processes.

### Guidelines: Understanding of the project by the various stakeholders

- Better modes of communication and processes for ensuring a shared vision to be developed
- Time to be given to for communities to absorb the project and its implication before swinging in into actual activities
- Need for constant dialogue to hear from the community on how they perceive this project, what are the changes they wish to see. It is also important to keep the dialogue open on what the community can expect from this project, what it can achieve and what it will not be able to achieve
- When a project is sanctioned and implementing agency chosen it would be useful for them to visit and interact with other identified sites in the region and with other implementing agencies and communities on the ETP as an orientation process

- A manual delineating the vision, aims and objectives of the project as well as the role and responsibilities of key stakeholders to be developed
- An onsite orientation of the DCs would also help them get an understanding of the project
- Review meetings (national and regional) and the site visits by officials as occasions to emphasise the larger vision of the project

### Guidelines - The process of site selection must be based on the following (simultaneous) criteria:

- The focus should essentially be on rurality and the 'tourism resources from within' (choosing sites close to urban areas may be best avoided)
- Basic infrastructure should already be in place (access, power, water supply, sanitation etc)
- The interest and willingness of the DC to play a facilitative role
- The implementing agency choice should be made at the time of choosing of site. The competencies of the implementing agency to make capacity building linkages and work on social mobilization as well as work with the vision and values of the ETP
- Interest and capacity of the community to adopt and /evolve and implement models of



endogenous tourism that they desire

- Documenting the social criteria for the community to make an “informed choice” on whether they wish to engage on a project of this nature and to give them the right to say no to tourism

### **Guidelines – Tourism Product: Creating the experience**

- Keeping key tourism attractions at the core in terms of the USP & existing resources – Interventions, infrastructure development and capacity building programmes to be aimed at building on, expanding and innovating around them
- To ensure competitive advantage aspects like service quality, pricing, sense of value for money, issues of connectivity and ensuring that basic tourist expectations of sanitation and hygiene are met are critical
- Create an environment that will help the tourist experience rurality and not rush to create the urban comforts in a rural setting, because that is what the “tourist will want”

### **Guidelines – Infrastructure Development**

- Infrastructure development under this project can be categorised into three broad sections:
  - > Direct links to tourism (accommodation, restaurants, tourist information / interpretation centres)
  - > Geared to overall village development and indirectly benefiting tourism (toilets, pavements, footpaths, street lighting)
  - > Purchase of certain assets (adventure tourism equipment, furniture)
- Based on the requirements to assess and balance the infrastructure that needs to be renovated / created
- At all stages of infrastructure planning & implementation – the community should be engaged in the process of decisions (what, why, where, design)
- To ensure artisans, craftsperson, labourers are from local/nearby places
- There is a need for constant dialogue with the community on aspects like - the extent to which

locally available materials be used, technological innovations, use of local resources, skill and knowledge, kind of facilities and rationality of pricing, etc.

- The architects should be brought in at the initial stages itself to help facilitate the dialogue with community and implementing agency
- The DC should work with the empanelled architect and or local architect to facilitate the process. The DC should not hand this over to another government department / contractor
- Households that could participate in home stays were those that have some asset like land or an extra room to be rented to the visitors. Guidelines should ensure a more inclusive process that ensured that the “schemes” did not privilege only the haves, and helped those who did not have assets to build some
- Infrastructure has been mostly divorced from capacity building and has not gone through any rigorous institutional process. All infrastructure development should be linked to capacity building programmes.

### **Guidelines – Marketing, Promotion, Business plans**

- Marketing involves product/service development, place (location and distribution), and pricing and promotion
- The complex part of marketing is to communicate what the experience of that site could potentially be, and attracting those tourists who are looking for that. Through this process it is about empowering the communities to think, choose and shape what kind of tourist destination they wished their village, their home and their locality to be
- It is important to understand the form and content of promotion that will be attempted for the site and to identify and strategically use the potential spaces and linkages to promote the site
- Marketing and Promotion to be seen as a powerful opportunity to impact and change the minds of tourists – that they would “see” more than just the product or the view but actually be willing to experience and be impacted and even a little changed by that experience

- All sites at the appropriate time should work on the business plan to project volumes, pricing, investment in marketing and promotion and benefit sharing of tourism

### **Guidelines – Equity, Empowerment, Social Justice and Development**

- Ensure some basic aspects of development are already in place as the ETP and even subsequently “successful” tourism may not be able to bring in or ensure these aspects
- Community participation & engagement is enabled through a longer PRA exercise that gives the community time to understand the implications of working on a tourism project. This results in the possibility of informed consent, as well as an ability to influence the form of tourism.
- Participation of women in decision making –to consciously identify and build the spaces and capacity women who can be part of the process and especially women from the marginalised, backward sections. To look at innovative ways of engaging women and men together on a common platform
- The mindsets of men need to change –gender sensitization workshops or elements need to be designed into the project for both men and women
- Incentives, encouragement to be given to women where they have started participating and playing a critical role – whether in capacity building, institutions, etc
- Exposure visits to encourage, experience what women can do and also is a process of making them confident their capabilities
- To document good practices of engaging women at different sites and sharing this in different spaces
- As gender equality and empowerment is a key goal, to ensure that the design of the project has this indicator “built-in” and not paid lip service to.
- To ensure that in respect of children the objectives of social justice and development are met, there is no exploitation of children and the rights of the child protected

- Youth –have been involved very little in the processes of decision making. To attempt to engage them in institutional matters as this is the foundation for them to help develop their skills on taking charge and on responsibilities. They have been engaged in very few aspects like guides and hospitality, but in the VTC body the membership has often been limited

### **Guidelines - Institution Building**

- To attempt to work with the existing institutions that are already in place, if this is not feasible, then to explore creating new ones and sensitively design linkages with existing institutions.
- To initiate the process of informal groups (institution building) once the community is aware about the project, identification of what one wants to work on and develop
- To attempt to work with a process of equity over equality while forming these groups - as this is a project for the marginalised, youth and women. However with the adoption of equity principles comes conflict.
- To ensure representation, space and voice of the marginalised in the institutions
- After considerable engagement and stabilisation to look at formalise / registering the groups – by adopting a legal framework (Societies, Co-operatives, SHG, and Federation) with which they can function
- Regular discussions amongst the group members on roles, responsibilities, rules, regulations, functioning to bring about clarity and understanding
- Draft or model Rules and regulations to be clearly documented in relation to 3-4 broad areas – membership of the committee, land issues, how will income be distributed, as well as some rules for overall functioning of the VTCs. Communities could use this as reference material and evolve what works for them.
- Information on the workings of these institutions to be shared with all community members – to ensure a process of transparency and spaces for dialogue & engagement with the community members on developments
- A system of rotation and inclusion of more

members of the VTC if put in will provide checks and balances so that the village committee does not become a private enterprise of some people

- To ensure that there is always space for more people to join in / be part of this process should they choose to engage in the future. Criteria can be put in place, but not ones that would exclude / keep people out.
- Implementing agencies should ensure that they play only a facilitative and guiding role. They should stay away from holding key positions within the institution as that may lead to conflict of interest

### **Guidelines – Capacity Building**

- Capacity building efforts can be categorised as
  - > As an entry point strategy
  - > Awareness on tourism and development issues
  - > Tourism linked skills and livelihood
  - > Alternative livelihood skills
  - > Institutional management
- A balance between the various types of capacity building needs to be developed, too much on general awareness has not been very useful
- A project of this nature cannot “involve” all people - important to identify who can be direct beneficiaries, who can be indirect beneficiaries (farmers, fisherman, shops, and communication facilities) and who can be the alternative livelihood group. However interests of the entire community need to be kept in mind while planning and implementation
- Closing the loop - Expecting participants to develop skills in one go does not always work.

There is a need to factor in, depending on the level, a basic + plus advance course

- It is critical to design a way by which after a round of training they can practise their skills and assimilate their learning
- Need to find ways of retaining and engaging the people who have been trained so that when the time comes to put this into practice they are available
- As stated earlier, the synergies between the infrastructure developed and training given needs to be ensured

### **Guidelines – Implementing Agencies**

- A working manual for implementing agencies to be developed on systems and processes
- Middle and smaller organisations need much more support in terms of resources, capacities, skills
- It is recommended that while Panchayats are the LSGI and have an important stake in the project, they may not be the best direct implementers
- Create a pool of resources. It is important for the implementing agencies and the funders (based on experience of prior projects) to identify what are the resources, skills and capacities that are required - in rural livelihoods, tourism, marketing, institution building, government procedures and norms, etc. A group of experts in these identified areas can be brought together to help provide the additional support to the implementing agencies as and when needed





# Annexures



## **Annexure 1** Review Framework

The review framework is a set of broad guidelines (and by no means comprehensive) developed on the various dimensions need to be explored in relation to the ETP-RTS as a part of the review and documentation.

### **Approach to the Review - Broad framework**

- I. Tourism
  - I.A. Understanding / expectations of the project
  - I.B. Tourism Products
  - I.C. Business plan
  - I.D. Quality
  - I.E. Marketing & Promotion
  - I.F. Imaging
  - I.G. Aesthetics
  - I.H. Tourism Impacts – Tourist – community interface
  - I.I. Mechanisms to assess and mitigate tourism impacts
  - I.J. Interpretation function
- II. A. Infrastructure Development - construction and maintenance
- II. B. Capacity building
- II. C. Synergies – Infrastructure Development and Capacity Building
- III. A. Social Justice
- III. B. Community engagement
- III. C. Women
- III. D. Conflicts
- IV. A. Institutions
- IV. B. Institution Building
- V. Project Management

### **I. Tourism**

#### **I.A. Understanding / expectations of the project**

- Ministry of Tourism
- UNDP
- District Administration
- Implementing agencies
- Local community
- Advisors

#### **I.B. Tourism Products**

- Defining the product
  - > Kind of tourists
  - > Kind of experience
  - > Focus + niche – resulting in competitive advantage
  - > Nature and scale of benefits
  - > Nature and scale of impacts
  - > Criteria behind choosing particular art/craft forms for training & conservation

#### **I.C. Business plan**

- Economics + break even analysis
- Numbers - Carrying capacity
- Market survey
- Employment
- Investment plans and patterns – non UNDP / MoT

#### **I.D. Quality**

- Standards and benchmarks

#### **I.E. Marketing & Promotion**

- Marketing vs. promotion - conceiving of a product
- Positioning of site on the tourist map
- Steps adapted to ensure marketing of rural culture will not lead to 'commodification and standardization'
- Linkages developed between the private sector (such as travel agents and tour operators) and project sites, impact of these linkages
- Marketing project sites and project as a whole

#### **I.F. Imaging**

- What exists between marketing and aesthetics
- Process of stereotyping / standardising
- Creating constructs and categories
- The politics of the process – what gets put in, what gets left out – resulting in a set of communication products
- Recognition that the result is for 'consumption' and when it hardened it slowly moves into the 'non-negotiable' – happens by a subtle consensus

#### **I.G. Aesthetics**

- From whose point of view?
  - > Tourists (which kind of tourists?)
  - > Project holders and implementers
  - > Community

#### **I.H. Tourism Impacts – Tourist – community interface**

- Awareness of tourism, its opportunities and its impacts - decisions influenced to the nature of the tourism to be developed
- Integration of tourism - issues of authenticity, commodification
- Extent of localisation that maybe sustainable - backward linkages both to 'stakeholders and non-stakeholders', demand & supply – does it set off in the local economy vis-à-vis the local consumption / needs



- Migration – in and out – what are the factors
- Tourists and Tourist Profiling
  - > What tourists bring in - values, actual items and goods, interactions
  - > Understanding of local communities towards tourism and receiving visitors
  - > Targeting prospective visitors
  - > Role of community - procedure to determine carrying capacity
  - > Increase in flow of tourists, profile of tourists visiting
  - > Average duration of stay - impact, increase duration
- Economic Impacts
  - > Sustainable Livelihoods
    - Livelihoods – created and lost - what does tourism substitute
    - Issues of seasonality and vulnerability (women, caste, social structure and external environment)
    - Livelihood promotion processes and strategies adopted
    - Unanticipated opportunities triggered or strengthened
    - Shift in the nature of occupation - affect on agricultural practices and non-agricultural occupations
    - Impact of tourism-based livelihoods on incomes - enhancement, number of additional days of employment, productivity enhancement, reduction of drudgery (leisure), reduction in distress migration
    - Whose livelihoods have been strengthened (poor, very poor, well-off etc.)?
    - Degree of equity in livelihoods promotion (unemployed youth, socially excluded groups, wage labourers)?
    - Willingness to accept new livelihoods – youth, women
    - Sustainability of the livelihoods created
- Social and Cultural Impacts
  - > Positive interactions between tourists and local community or do they become the 'serving host community' to the visitors?
  - > Access to facilities, natural resources
  - > Cultural assumptions (e.x. about need for privacy, issues of 'performing/being on show')
  - > Marketing of culture
- Environmental Impacts
  - > Eco-systems approach – interlinkages
  - > Environmental footprint and consumables
  - > Saving energy (energy-saving bulbs),
  - > Saving water (rain water harvesting, re-using waste water for flushes)
  - > Production of compost (segregating garbage, recycling of bio-degradable waste)
  - > Solar Heating/cooking
  - > Reduced use/banning of plastic
  - > Site preparedness to handle environmental problems (pollution, water management, solid waste management, etc)

#### **I.I. Mechanisms to assess and mitigate tourism impacts**

- How does the community judge and assess impacts of tourism?
- Codes / Charters - has one been developed? Criteria adopted, changes observed in tourist behaviour at the site
- Non negotiable and their links to culture, tourism products and codes /charters (what are the boundaries – what will be catered to, what will not)
- Safeguards (economic, environmental, social, cultural) developed at community level – to mitigate possible negative impacts of tourism

**I.J. Interpretation function**

- Physical
- Qualitative
- Universal design (access for disabled, etc)

**II. A. Infrastructure Development - construction and maintenance**

- Nature of infrastructure developed – use of locally available materials
- Use of local knowledge, skills and talents
- Consensus process and final decisions regarding infrastructure development (what, where, why, design – how was it taken, how much money has been invested / spent on it)
- Facilities provided in the accommodation unit - rationality behind pricing
- Who were involved in developing the infrastructure - advising architects, contractors, local community?
- New technological innovations introduced – internet/cyber café, credit card
- Systems created to maintain infrastructure
- Social infrastructure and accessibility - do they address community needs

**II. B. Capacity building**

- Procedure for selection of people for training
- How many have been trained, in which areas, now earning a livelihood
- Perceived outcomes and end results of the training

**II. C. Synergies – Infrastructure Development and Capacity Building**

- Hardware precedes software or vice versa
- Degree of coordination achieved the two, integrated better to address needs of tourist and community

**III. A. Social Justice**

- Issues of social mobilisation, equity and inclusion
- Community ownership
- Degree of community involvement (how inclusive, participation of all the relevant stakeholders) of project activities and assets
- Ownership of assets, initial and sustained participation – how does one ensure this coordination?
- Intervention model in terms of a model for development? Nature and extent of 'change' sought

**III. B. Community engagement**

- Who is community?
- Link to existing social and power structures
- Nature of consensus building and who was involved
- Where does influence of decision-making and control lie
- Impact on the rights of the community
- Impacts on certain sections of community – children, youth (demonstration effect)
- Who are the “non” stakeholders - why and how did they become non-stakeholders – what are the conflicts or stakes here which are covert?

**III. C. Women**

- Women's empowerment and gender issues
- What is the recognition and vision of their contribution to the project
- What are the efforts to involve women in the various institutions at different levels
- Has there been a change in the economic and social status of women
- Different ways in which women are involved in livelihood activities, leading to economic empowerment?
- Degree of control exercised over incomes generated through tourism-based activities
- Reasons or possible causes for poor participation of women, and factors that can be created for an enabling environment

### **III. D. Conflicts**

- Opposition to ideas, schemes, by which sections, reasons/ stake involved
- Resolution mechanisms to deal with conflicts (various kinds of conflicts)

### **IV. A. Institutions**

- Engagement and transactions of institutions in terms of its politics, extent to which local communities experience & needs are taken into account, scope for feedback & course correction, issues of coordination, issues of corruption and exit plan
- Government (administrative machinery – bureaucracy) – Political machinery
  - > Ministry of Tourism
  - > UNDP
  - > DC
    - Convergence
    - Procedure for fund release
- Implementing agency - NGOs / Panchayats
- Panchayats
- Village Tourism Committees (VTC)
- Self Help Groups (SHGs)
- Contractors
- Tourism Board, PWD

### **IV. B. Institution Building**

- Kinds of collectives/institutions promoted
- Procedure adopted for formation of institutions
- VTC (process by which they emerged, how are they envisaged) - money contributed, who was chosen, membership, role, responsibility)
- SHGs (process by which they emerged, how are they envisaged, groupings based on ability to contribute?)
- Objectives, role and responsibilities, rules regulations of the institutions
- How conducive (enabling or adverse?) has been the project environment for nurturing people's institutions
- Effectiveness of processes adopted for participation and decision-making
- Benefit-sharing mechanisms and its effectiveness in ensuring benefits flow to even the most disadvantaged sections of the community
- Involvement of Panchayat, regular meetings & follow up of project proceedings at the Gram Sabhas
- Capacity building for managing institutions sustainably

### **V. Project Management**

- Project Management Skills of implementing agency
- Reporting mechanism, process of supervision, ensuring quality of work
- Legal, legislatives and policy frameworks that exist – their relevance and lacunae
- Issues of competency, confidence and dignity of the local communities –their own sense of empowerment about managing the tourism process and taking it forward on their own terms after exit of implementing agencies



## **Annexure 2** List of Discussions & Interviews at various sites

### **Banavasi (February 2008)**

- Implementing agency - BAIF-Institute for Rural Development-Karnataka
- Members of the Village Tourism Committee
- Contractors for infrastructure development - accommodation
- Temple Committee President
- Member of the Wood carver group
- Member of the Folk artist group
- Members of the Pineapple Food group
- Member of the Home stay group

### **Chitrakote (February 2008)**

- Implementing agency - Saathi Samaj Sevi Sanstha (Saathi)
- CEO, Zila Panchayat, Bastar District
- General Manager (Marketing), Chhattisgarh Tourism Board
- Block Development Officer, Bastar District
- Deputy, Chitrakote Panchayat
- Meeting with community – large section of the community who have engaged on the project (Village Tourism Committee and as well as from other institutions formed)
- Villagers from different hamlets in Chitrakote (who are not part of this project)
- Female workers in the Aanganwadi, SHG taking care of PDS
- Temple Priest
- Members of the Suraksha Brigade (Cleanliness Brigade)
- Members of the Kuruk Swayatya Sahakari Samiti (fishermen)
- Members of the Sanskriti manch (Folk Dance & Songs)
- Women trainees - Pottery

### **Chougan (February 2008)**

- Implementing Agency - National Institute Of Woman Child and Youth Development (NIWCYD)
- District Collector, Mandla
- Officials of Water Works Department, Mandla
- Meeting with community – large section of the community who have engaged on the project (Village Tourism Committee and as well as from other institutions formed)
- Members of the Durgavati Dance group
- Member of the Lantana craft group
- Member of the Home stay group

- Member of the Vaidh (traditional doctor) group
- Member of the Honey harvesting group

**Karaikudi (February 2008)**

- Implementing Agency - DHAN Foundation (Dhan)
- Founder Trustee, M.R.M. R.M. Cultural Foundation
- District Collector, Sivaganga District
- Member of the Homestays group
- Members of the Chettinadu Cuisine group
- Members of the Athangudi tile making group
- Members of the Kandanki weaving group
- Members of the Kottan basket weaving group

**Neemrana (February 2008)**

- Implementing Agency - Social Action for Human Resource Development (SOHARD)
- Block Development Officer, Neemrana
- District Collector, Alwar District
- Women Members of various SHG's – terracotta, tailoring, dari making
- Members of the Potters group
- Members of the Camel Cart Owners group
- Members of the Silver smith group
- Manager & Assistant Manager of Neemrana Fort Palace
- President, Neemrana Panchayat

**Durgapur (March 2008)**

- Implementing agency - North East Social Trust (NEST)
- Members of the Village Tourism Committee
- District Collector, Golaghat District
- Members of the Guides group
- Members of the Bamboo makers group
- Women Members of the weavers group
- Members of the Cuisine group
- Members who had gone on an exposure visit

**Lachen (March 2008)**

- Implementing agency – Pions, Dzumsa, Lachen & The Mountaineering Institute (TMI)
- District Collector, Mangan District
- Members of the adventure sport group
- Member of the Homestay group
- Members of the Tourism Industry (Hotels)
- Discussions with Youth

**Raghurajpur (March 2008)**

- Implementing agency - Indian National Trust for Art and Cultural Heritage (INTACH)
- President, Village Development Committee, Raghurajpur

- Members of the Gurukul - Gotipua dance
- Members of the Craft group
- Members of the Guides group
- Members of the Hospitality group

**Hodka (April 2008)**

- Implementing agency - Kutch Mahila Vikas Sangathan (KMVS)
- Members from Sahajeevan, Qasab & Khamir (Craft Resource Centre)
- Members from Hunnarshala Foundation - architects for infrastructure development
- District Collector, Bhuj District
- Members of the Village Tourism Committee
- Members of the Craft group
- Members of the Guides group
- Members of the Hospitality group
- Women members of helped at the resort

**Naggar (April 2008)**

- Implementing agency - Society for the Advancement of Village Economy (SAVE)
- Members of the Village Tourism Committee
- Members of the Guides group
- Women Members of various SHG's
- Members of Home Stay group
- Member of the cultural group

**Funders and Project Coordination**

- UNDP - Prema Gera, Head-Poverty Unit, John Borgoyary, Programme Manager-ICT & R. K. Anil-Project Officer-Endogenous Tourism Project
- Ministry of Tourism, Government of India - Leena Nandan, Joint Secretary, & Amitabh Kant, ex- Joint Secretary

**Advisors to ETP-RTS**

- Anjun Mitra (Empanelled Architects - resource person for infrastructure development)
- Kabir Vajpeyi (Empanelled Architects - resource person for infrastructure development)
- K.K. Chakravarty (Empanelled Architects - resource person for infrastructure development)
- Prof K.V.Raju (Resource person for institution building)



## Annexure 3

### Tourism Perspective Plan

Developed by UNDP

#### Introduction

- In the context of ETP, tourism is to be viewed as a communal business, i.e., thinking as a social entrepreneur
- Tourism as one component of the 'basket of livelihoods'
- Tourism is to be linked with 'development'
- To keep it simple, the plan can be categorized into Supply Side and Demand Side

Supply Side	Demand Side
<b>What does the site have to offer?</b> <ul style="list-style-type: none"> <li>• Resources:               <ul style="list-style-type: none"> <li>&gt; Cultural</li> <li>&gt; Human (including Gurukul)</li> <li>&gt; Natural Endowment</li> <li>&gt; Analyzed using Baseline Survey and SWOT</li> </ul> </li> </ul>	<b>Who is the Visitor?</b> <ul style="list-style-type: none"> <li>• Profile</li> <li>• Sample tourists' survey</li> <li>• Market Survey / research</li> </ul>
<b>Conversion of Resources into Productive Assets, via:</b> <ul style="list-style-type: none"> <li>• Capacity Building               <ul style="list-style-type: none"> <li>&gt; Awareness (uniqueness, resources, heritage)</li> <li>&gt; Skill development (products, services)</li> <li>&gt; Hospitality / cuisine</li> </ul> </li> <li>• Documentation of tradition (and its relevance to tourism)               <ul style="list-style-type: none"> <li>&gt; Written</li> <li>&gt; Visual</li> <li>&gt; Audio</li> <li>&gt; Oral history</li> </ul> </li> <li>• Documentation of natural endowments               <ul style="list-style-type: none"> <li>&gt; Bio-diversity (flora and fauna)</li> <li>&gt; Monuments and structures</li> </ul> </li> </ul>	<b>What is the Tourism Product? (What does the visitor get?)</b> <ul style="list-style-type: none"> <li>• A 'Unique Cultural Experience'               <ul style="list-style-type: none"> <li>&gt; Knowledge (of traditional practices)</li> <li>&gt; See / participate (events / chores)</li> <li>&gt; Learn (new skills)</li> <li>&gt; Eat (local 'ethnic' cuisine)</li> <li>&gt; Purchase (goods and services)</li> <li>&gt; Do Nothing (be with the nature)</li> </ul> </li> <li>• Tour Itinerary: Time and motion studies to understand how long it takes to get from point A to B in the village, and by what means</li> <li>• Pricing – to emerge from cost</li> </ul>

Supply Side	Demand Side
<b>Institutional Aspects (governance and sustainability)</b> <ul style="list-style-type: none"> <li>• Organising / Institution Building</li> <li>• Involving Panchayat</li> <li>• Map tourism-based enterprises (individual and group)</li> <li>• Micro-Enterprise Development <ul style="list-style-type: none"> <li>&gt; Skills</li> <li>&gt; Knowledge to manage</li> <li>&gt; Financial linkages</li> <li>&gt; Sales and marketing</li> </ul> </li> </ul>	<b>Extending Visit Duration</b> <ul style="list-style-type: none"> <li>• What is in the neighborhood (accessible radius)? Local tourist circuits</li> <li>• Learning/exposure programs (varying duration and skill levels)</li> <li>• e.g. Gurukul</li> <li>• Variety (for different senses)</li> </ul>
<b>Carrying Capacity</b> <ul style="list-style-type: none"> <li>• Resource utilisation/depletion: impact on natural environment</li> <li>• Limits of cultural pollution: host community acceptance of visitor</li> <li>• Visitor satisfaction: extent to which this is possible</li> <li>• Preparation of charter for sustainable tourism, including dos and don'ts for both visitors and host community</li> </ul>	<b>Reaching Out to the Target Customer</b> <ul style="list-style-type: none"> <li>• Publicity material – brochures, posters, presentations, videos, internet</li> <li>• Trade Interface – with travel agents, tour operators, hotel chains</li> <li>• Linkages with State Departments of Tourism</li> <li>• Linkages with student organisations /educational institutions for volunteerism/research</li> <li>• Taking advantage of Incredible India brand by ensuring fit</li> <li>• Site certifications like ISO 9002 and 14000</li> </ul>
<b>Human Development (through convergence)</b> <ul style="list-style-type: none"> <li>• Quality of life</li> <li>• Major sources of livelihoods (value chain)</li> </ul>	
<b>Hardware/Infrastructure Requirements</b> Direct: <ul style="list-style-type: none"> <li>• For craftsperson and performing arts: work places, tools, sales/ display /performance arena</li> <li>• For tourists :Interpretation Centre, accommodation, toilets, signage</li> </ul> Indirect <ul style="list-style-type: none"> <li>• Roads, drinking water sources, drains, energy</li> </ul>	

#### Common Elements

- Calendar of activities (time frames, agency for implementation) – software and hardware
- Overlap / transition
- Goals and SMART (Simple, Measurable, Achievable, Relevant, Timely) Objectives
- Institution Building (both tourism and 'development')
- Participation of relevant stakeholders
- Exit plan

## Annexure 4 Framework for a Base Line Study

Developed by UNDP

### Introduction

The Endogenous Tourism ‘software’ Project aims to support the Government of India’s National Tourism Policy, especially its rural tourism initiatives, by developing alternative models in thirty-one pilot locations across the country and, further, to position such models as engines of economic growth. These locations were identified on the basis of the country’s vast and diverse craft skills, cultural and natural assets, keeping in view their proximity with existing tourism circuits.

The Project’s primary beneficiaries are the rural poor, through capacity building/direct training/marketing ‘software’, complemented by GOI Rural Tourism Scheme brick-and-mortar ‘hardware’. The 31 locations, thus identified within the ambit of Project funds, stretch across the country’s six conceivable parts: north, south, east, west, central and the north-east.

‘Hardware’ and ‘Software’ Work Plans for each location have accordingly been formulated by the location focal points (i.e. District Collectors/Magistrates) through discussion with key community stakeholders.

The new alternative model of tourism will be community owned and driven and structured on India’s traditional craft, culture and natural heritage. It will strengthen national identity by combining the arts and crafts dimensions of rural life while aiming to preserve the environment. Ideally, the Project will provide inputs to the Government in its rural craft, culture and natural heritage based, community-driven pro-poor tourism policy.

The National Tourism Policy 2002 aims to undertake poverty eradication in an environmentally sustainable manner by enhancing “employment potential within the tourism sector as well as to foster economic integration through developing linkages with other sectors” by attempting to:

- Position tourism as a major engine of economic growth;
- Harness the direct and multiplier effects of tourism for employment generation, economic development and providing impetus to rural tourism;
- Focus on domestic tourism as a major driver of tourism growth;
- Position India as a global brand to take advantage of the burgeoning global travel trade and the vast untapped potential of India as a destination;
- Acknowledge the critical role of the private sector with government



working as a pro-active facilitator and catalyst;

- Create and develop integrated tourism circuits based on India's unique civilization, heritage and culture in partnership with states, private sector and other agencies;
- Ensure that the tourist to India gets physically invigorated, mentally rejuvenated, culturally enriched, spiritually elevated and "feels India from within".

To achieve the overall vision for the development of tourism, five key strategic objectives have been identified:

- Positioning and maintaining tourism development as a national priority activity.
- Enhancing and maintaining the competitiveness of India as a tourism destination.
- Improving India's existing tourism products and expanding these to meet new market requirements.
- Creation of world class infrastructure.
- Developing sustained and effective marketing plans and programmes.

The Project demonstrates UNDP's focus area concerns as enshrined in the Millennium Development Goals, key indices laid out in the Human Development Reports and the Millennium Development Compact.

Rapid population increase has pushed many rural communities towards livelihood diversification strategies for supplementing traditional farm-based income. This has been attempted, inter alia, by out-migration or, on tourism circuits, by providing visitor services. Given the geographical spread and cultural diversity of India, which make it a multiple-interest and all-season destination, tourism earnings can contribute significantly to rural livelihoods and the national economy.

Despite infrastructure constraints, to be addressed by the Centre and the States, substantial untapped livelihood potential exists through sustainable tourism strategies based on craft, culture and natural heritage. The tourism income route can bridge the shoulder period to the 'lean' season, with income flows from a variety of craft and culture-based tourism products, as well as nature-based circuits focusing on the country's varied bio-geographic zones.

The tourism income route thus holds special livelihood potential for the most disadvantaged, especially in rural India, through stakeholder partnerships. As a non-polluting, sustainable livelihoods supporter, the visitor income route also provides a major marketing opportunity to differentiate and position the Indian tourism product as a unique visitor experience in a rural, low-impact setting. However, strategic safeguards are required to harness the sector's livelihoods capabilities without irreversible negative impact on bio-diversity.

### **Objectives of the Base Line Study**

The base line study aims at several goals:

- Map the current state of the site: existing activities, physical and human assets. This includes visual (photo, film) stock taking.
- Identify and assess the community's livelihood needs.
- Map potential capacities ("what is possible") to be used during the course of the programme.
- Brief the location's population about the project. It is the most vital task to ensure that the whole local population becomes aware of the programme objectives as well as activities.
- Mobilize all the social groups of the village and arrive at a common consensus how to implement the programme. The PRA (Participatory Rural Appraisal) approach is strongly recommended, compared to a simple household survey.

### **Duration**

The study should be undertaken in a limited time span of 1-3 weeks.

### **Methodology**

The study will be conducted in all 18 Endogenous Tourism Project (UNDP-GOI) sites as well as the 13 Rural Tourism Scheme (GOI) sites. All 31 sites will report on the same subjects/thematic areas. This process will allow a minimum of comparison between the project sites.

To ensure the participation of all the social groups a PRA approach is recommended. Making use of PRA methods will ensure that situation assessment is participatory and people's views, opinions and perceptions are heard on a variety of issues. Intervention strategies will automatically be more realistic.

Specific information for all sections of the local community should be obtained. Gender and environmental concerns are crosscutting and should be addressed in each constituent of the thematic areas.

Visual media, such as photo and film, will be used to document the present and relevant aspects of the village.

### **Thematic areas to be covered**

The Nine broad thematic areas that this study should cover are outlined below. A tenth section has also been provided for any other community specific issues that could impact the Project/location.

The thematic areas have been divided into sub-themes. The base line study would provide a detailed profile and analysis of all these subjects containing qualitative and quantitative data indicating trends and patterns across all social groups present in the village. This will present a clear reality on the ground and will enhance the project planning and work as a future tool of evaluation throughout and at the completion of the project.

The framework proposed is purposely open and flexible so as to acknowledge the individual approach of each local Implementing Partner.

A comprehensive set of subjects to be covered under the base line study is listed below. The nine areas cover a broad range of subjects keeping tourism and livelihoods as the main area of investigation. This list is not exhaustive and can be further expanded. The tenth heading has been left for local specific issues.

Some of the data under the different headings is expected to be overlapping, i.e. same data could be used in two or three headings.

### **I - Economy**

a) **Income:** Look at all possible income sources of the village, including:

- Natural Resources: land, forest, Common Property Resources (CPR), livestock, water.
- Arts/crafts: What kinds of crafts are practiced in the village? What is the current and potential productivity/income from each craft? What technology is being used and is there a potential of upgrading.
- Agriculture: What is the income activities related to agriculture? What is the income from Agriculture for each social group? What is their seasonality?
- Tourism related income: Tourists may be coming to the village already. Does the district administration have any indicative numbers? What is the number of tourists visiting each year? What increase in tourism does the village wish to expect? What type of tourism would the local community wish to welcome? How long would the villagers like to keep tourists initially on an average? What income does the village expect to get from each tourist visiting?
- Identification of different income groups (such as very poor, poor, rich etc..)
- Income from any other source
- Livelihoods analysis may also be carried out.

b) **Migration:** seasonal/permanent

- Economic impact of seasonal migration

c) **Seasonality:** Reflect upon the seasonal activities and how this influences the income/ livelihoods of the local people. Is there a particular season/period that could augment livelihoods by an increase in tourism activities?

- Agricultural practices
- Forestry activities
- Animal husbandry activities

d) Govt/other development interventions: List out all types of governmental or other development projects ongoing as well as planned/convergent that contributes to the income of the local population. What is the average income from these activities and which social groups profit from these schemes?

### **II - Tourism aspects at location:**

a) Access.

b) Host population/age groups/migrant (male/female).

c) Physical features: altitude, rivers, adjoining areas.

d) Ecology/natural assets: landscape/flora/fauna.

e) Heritage precincts.

f) Cultural assets/monuments/vernacular idiom infrastructure.

g) Places of worship: presiding deity.

h) Fairs and festivals.



- i) Handicraft skills.
- j) Cuisine features.
- k) Gender focus.
- l) Goodwill potential from student programmes for location's legacy.
- m) Ayurveda/yoga/indigenous systems.
- n) Convergent initiatives: government (including Rural Tourism Scheme) / corporate/other.
- o) Hospitality traditions.
- p) Proximity to visitor itineraries: (a) special interest (b) general (c) gateway.
- q) Host community numbers dependent on or receiving tourism earnings through:
  - Home stay (lengthier stay potential?).
  - Hospitality/accommodation unit handling.
  - Souvenirs.
  - Visitor supplies e.g. cattle/livestock-based or local processing facility for oil/condiments etc which could integrate with tourism supply chain.
  - Cuisine.
  - Guides.
  - Tourism reception center/signage/wayside amenity maintenance.
  - Local event handling.
  - Folklore documentation (print/film/electronic).
  - E-centre facility supervision.
  - Local transport.
  - Tourism-related equipment.
  - Promotion/publicity/marketing.
  - Facilitation of cleaner technology.
  - Maintenance of local monuments/heritage precincts (ASI/state dept).
  - Ayurveda and Yoga potential.

Hotel/guest house/other bed capacity (category/occupancy and data source)  
& Incoming tourist data (with source):

Year	Domestic (FIT*/GIT**)/ Age group (m/f)	Foreign (FIT/GIT)/ Age group/ NRI/PIO (m/f)	Main Source Markets/ Arrival mode	Main Purposes of Visit/ Expendi- ture/ Retained receipts	Average Stay Duration/ Season	Main Accommo- dation Types Used (Classified/ Other)	Own Arrange- ment/ via Tour Operator
2000 - 2001							
2001 - 2002							
2002- 2003							
2003- 2004							

\*FIT: individuals \*\*GIT: groups

(Reference data may also be collected for outbound travel by location's host community).

### III - Quality of life

#### a) **Health**

- Access/quality of health facilities: What kinds of facilities are available in the village? What is their state of operation?
- Prevalent epidemics, diseases: what is being done to prevent these?
- Hygiene awareness: What is the level of hygiene awareness in day to day activities (e.g. cooking, washing clothes, cleaning)?

#### b) **Education:** The level of education will help assess the amount and type of training required to develop local capacities for the programme.

- Levels
- Formal/informal: What kind, what level?
- Vocational skills: What kind, what level?

#### c) **Public health & sanitation:** Tourism needs a certain amount of basic infrastructure. What kind of infrastructure is available already? Is there a potential for further development?

- Access to water for human consumption
- Quality/quantity of drinking water in different seasons
- Garbage (solid/liquid) disposal & management
- Sanitary/(public/private)/latrines

#### d) **Housing:** Housing practices may reflect the village community's awareness of their village architecture as a tourism attraction.

- Type of facilities, architecture (traditional/modern)

### IV - Culture

#### a) **Festivals/customs:** List all the festivals that could serve as tourist attractions. What are the festival seasons?

#### b) **Crafts**

- level of skills
- list of crafts available
- number of practitioners

#### c) **Marketability of crafts/cultural forms:** Commensurate with the host community's acceptance, what aspects of local traditions/culture is marketable and in what ways:

- design support potential
- packaging
- domestic/international marketing

### V - Infrastructure

This part of the study will provide feedback to the 'hardware' part of the programme. Outlining existing, functional infrastructure and necessary improvements.

#### a) Common space (such as a Community Hall)

#### b) Roads

#### c) Electricity

#### d) Telecommunications

#### e) Drainage system

#### f) Rural industry

#### g) Water (wells/tanks/water harvesting structures...)

#### h) Any other

**VI - Gender**

In all UNDP projects, gender concerns must be addressed with priority. This section documents the current state of women, their rights, social status etc:

- a) Status of health, education, income, participation, empowerment
- b) Potential threats specifically to women

**VII - Enhanced Pride in their whole village/location**

A good indicator of the community's well being is its pride in traditions and culture. It also provides an indication of the village community's motivation to showcase their village to tourists.

- a) In crafts
- b) In customs/practices/festivals
- c) In history
- d) In local architecture
- e) In natural/manmade assets

**VIII - Environment & Ecological Sustainability**

Environmental sustainability is an integral part of a sustainable tourism initiative. What are the initiatives that currently harm or protect the environment? The environmental analysis should be seen in a systematic approach: What are the inputs and how are they used, and what are the outputs.

- a. **Resources:** What natural resources (water, forest produces, pastures, waste and cultivated lands etc.) are the village consuming, in what quantities and how? What increase in resource consumption is anticipated as a result of increased tourist activities? What is the maximum resource consumption sustainable by the environment? What is the average fuel consumption per household? What kind of fossil fuels are used?
- b. **Wastes:** How does the village manage the disposal of its waste (solid and liquid)? What kind of waste management system/infrastructure is present at the village level?
- c. **Technological Interventions:** What kind of technological interventions developed for the tourism project are environmentally sustainable?
- d. **Landscaping/construction:** What kind of beautification (footpaths, plantations, etc.) or construction (roads, guesthouses, etc.) activities are being undertaken?
- e. **Natural assets:** list of flora/fauna and its ecologically sustainable usage.
- f. **LAC** (limits of acceptable change).

**IX - Peoples' sustainable institutions/networks**

Discuss the level of social capital present in the village.

- a) Number of self help groups (SHGs), youth groups, cooperatives etc.,
- b) Level of their participation in the community-activities (both social and economic)
- c) Activities
- d) Their status and impact
- e) Democratic decision making at community level

**X – Any other issue (specific to your location)**

This section is for any other community specific issues that could have an impact on the project.



## **Annexure 5** Questionnaire: Institution Building and Livelihoods Promotion

Developed by Prof K. V. Raju, IRMA  
(Advisor / Resource person for institution building)

Name of the Project Village:  
Name of the Implementing Agency:

### **1. Institution Building**

- A. What are the different forms of community based organisations and how many, (for example, SHGs of crafts persons, Village tourism Committees, Cooperatives etc.) that your NGO is promoting in Endogenous Tourism Project (ETP)?
- B. Briefly describe the processes (for example, awareness creation meetings conducted, stakeholder meetings, collection of membership fee, user fee and other funds, framing of rules / by-laws, registration, conduct of elections, training in accounts, book keeping and maintenance of records etc.,) followed by your NGO in formation of these community based organisations

### **2. Basic Business Concepts**

- A. Are the community based organisations promoted by your NGO market oriented? If so, how?
- B. Are community based organisations profitable? How does your NGO ensure this?

### **3. Micro Enterprise Promotion**

- A. What are micro enterprises (for example, petty trade, services like PCO, small restaurants, production of candles/agarbattis, handicrafts etc.,) that your NGOs is promoting?
- B. Are these micro enterprises individually owned or group based?
- C. Does your NGO help in the following? If so, how?
- accessing credit (for example in obtaining bank credit),
  - marketing,
  - purchase of raw materials,
  - skills training and enhancement

**4. Institutional Sustainability and Empowerment**

- A. How does your NGO ensure the sustainability of the community based organisations after your NGO withdraws?
- B. How many of the organisations promoted by your NGO can do the following on their own? Explain your NGO role in ensuring this.
- C. Accounts and Book Keeping
- D. Conduct meetings
- E. Take Decisions and Implement

## **Annexure 6** Questionnaire Sustainable Tourism

Developed by EQUATIONS

Project Site:

Implementing Agency:

**I. General / Base line data** (text in bracket are indicators, please expand)

1. Geographical (General topography / terrain, climatic conditions, rainfall, Watershed area)
2. Local economy (Employed / Unemployed (Men, Women), Main Occupations, Economy Sectors, Availability of Basic Infrastructure (electricity, water, telephone), connectivity)
3. Environmental / Ecological (Types of ecosystems, Resource utilization by local communities / dependence on ecosystems, Land use patterns, Threats to the area - timber felling, encroachment, poaching, degradation/fragmentation of habitats, existing mining / industrial operations, Solid waste management practices, sewerage, recycling)
4. Social (Demography (Gender ratio, age, population, migration), Literacy & Health)
5. Cultural (Local arts / handicrafts, Traditional knowledge systems and practices)

**II. Base line data of the rural tourism project**

1. Year of initiation
2. Total investment / Project Outlay
3. Investment by (a) Central Government (b) State Government (c) Other Investment agencies (d) Private investment
4. Any tie-up with agencies for implementation of project
5. From the baseline exercise – who do you define as the stakeholders and as the non-stakeholders of the project

**III. Planning for Rural Tourism**

1. What has been the process adopted to engage with the community and stakeholders on the project?
2. What is the level of acceptance and understanding on tourism & tourists amongst the various stakeholders, community?



3. What are the expectations of the community with regard to tourists and tourism?
4. If it is a site that already has seen tourist / tourism activity, what is the nature of it and what is the profile of the tourist, duration of stay?
5. What is the 'rural experience' that is being planned? What is the profile of the tourists you are aiming to target?
6. A key objective of this project is to also help transform the way tourists experience and understand rural life, culture, etc – what is being done to help bring about this change?
7. What is planned - what has been / to be implemented and by whom.  
Also please give details of investment for each activity.
  - a. Infrastructure (Hardware Component) – what is the infrastructure being created which is linked directly to tourism and secondly which is linked to village development (indirectly linked to tourism) – please details the engagement of the community / stakeholders in this process?
  - b. Capacity Building (Software Component) – what has been the entry point strategy to engage, what have been the other capacity building trainings – linked to awareness, for developing tourism skills and livelihood, for alternative livelihood and for institutional management
  - c. Convergence (in what areas and with whom)
  - d. Marketing
    - What is the marketing strategy (product, price, place and promotion) keeping in mind the overall nature of the project?
    - What would be the pricing policy?
    - What has been the progress and impact so far?

#### 8. Impacts of Tourism

What benefits are being perceived	What negatives are being perceived
Economic	Economic
Environment	Environment
Social	Social
Cultural	Cultural

- a. What are the mechanisms in place to check impacts?
- b. Are charters for sustainable tourism being developed?
- c. What has been the mechanism adopted for developing the charter, what is the strategy for dissemination, is it bringing in some change in the tourist behavior at the site?
- 9. What has been the system adopted / put in place to ensure collecting and analyzing data (during the various stage of project development) related to benefits and impacts.

**IV. What aspects / principles of sustainability are being adopted during project implementation and in what way?**

**V. What are key tourism concerns with regard to the project?**

**VI. Additional information**

**VII. Brief Profile of the implementing agency**

- 1. Name of the organisation:
- 2. Key areas of work:
- 3. Contact person:
- 4. Contact Details
  - a. Address:
  - b. Telephone:
  - c. E-mail:
  - d. Website:

## Annexure 7 Questionnaire on ETP Site Readiness

Developed by UNDP

### Dear ETP Partner,

As many ETP sites have already begun/will soon begin to receive tourists, we request you to provide us with further details on the level of “readiness” of your project location. Kindly take a few minutes to respond to the questions below, which list the basic minimum requirements for a site to be regarded as “operational.”

ETP Location: \_\_\_\_\_

Software Implementing Partner: \_\_\_\_\_

### Site Readiness (Please tick the appropriate box)

1. Overnight accommodation is available within the project village  
☐ Yes      ☐ No      If No, by when will this be ready? \_\_\_\_/\_\_\_\_ (month/year)
2. If yes, what is the type of accommodation?  
☐ Home Stays    ☐ Guest house created under RTS    ☐ Hotels    ☐ Others (please specify) \_\_\_\_\_
3. Local tourist guides are available  
☐ Yes      ☐ No      If No, by when will they be available? \_\_\_\_/\_\_\_\_ (month/year)
4. Traditional cuisine is provided on site  
☐ Yes      ☐ No      If No, by when will this be provided? \_\_\_\_/\_\_\_\_ (month/year)
5. Local crafts (including souvenirs) are available for sale  
☐ Yes      ☐ No      If No, by when will they be available? \_\_\_\_/\_\_\_\_ (month/year)
6. People's Charter for Sustainable Tourism in Place  
☐ Yes      ☐ No      If No, by when will this be in place? \_\_\_\_/\_\_\_\_ (month/year)
7. People's institution for governing tourism (e.g. Village Tourism Committee) is established  
☐ Yes      ☐ No      If No, by when will this be established? \_\_\_\_/\_\_\_\_ (month/year)
8. Interpretation Centre set up  
☐ Yes      ☐ No      If No, by when will this be set up? \_\_\_\_/\_\_\_\_ (month/year)
9. Promotional material developed  
☐ Site brochure    ☐ Posters    ☐ Website    ☐ Film

If No, by when will these be in place? \_\_\_\_/\_\_\_\_ (month/year)

Approximate number of visitors who made overnight stays in the project village, from April 2005 - December 2006 \_\_\_\_\_

Name: \_\_\_\_\_

Signature: \_\_\_\_\_

Date: \_\_\_\_\_



## Acronyms & Abbreviations

BAIF	BAIF - Institute For Rural Development, Karnataka
CBT	Community-based Tourism
DC	District Collector
Dhan	DHAN Foundation
ETP	Endogenous Tourism Project
Gol	Government of India
ICT	Information & Communication Technology
INTACH	Indian National Trust for Art and Cultural Heritage
IRMA	Institute of Rural Management, Anand
JNUURM	Jawaharlal Nehru Urban Renewal Mission
KMVS	Kutch Mahila Vikas Sangathan
MoT	Ministry of Tourism
NEST	North East Social Trust
NGO	Non-Government Organisation
NIWCYD	National Institute Of Woman Child and Youth Development
NREGS	National Rural Employment Guarantee Scheme
PRA	Participatory Rural Appraisal
PWD	Public Works Department
RCC	Reinforced Cement Concrete
RTS	Rural Tourism Scheme
Saathi	Saathi Samaj Sevi Sanstha
SAVE	Society for the Advancement of Village Economy
SC	Schedule Caste

SDM	Sub Divisional Officer
SHG	Self Help Group
SOHARD	Social Action for Human Resource Development
ST	Schedule Tribe
UNDP	United Nations Development Programme
USP	Unique Selling Proposition
VT(D)C	Village Tourism (Development) Committee



The Endogenous Tourism Project – Rural Tourism Scheme is being implemented by the Government of India and United Nations Development Programme across 36 sites in the country to set up alternative models of tourism which would serve to create sustainable livelihood opportunities among low income communities living in rural areas. EQUATIONS was commissioned by UNDP to document and review the various processes and learnings from this scheme in order to strengthen this as a sustainable model for future endeavours on rural tourism in India.

*For further details visit [equations.org](http://equations.org)  
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